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ABSTRACT

This yearbook is the first edition of a year-to-year review of human resource development (HRD) in the Philippines. As the first chronicle of its kind in the country, the yearbook offers a comprehensive survey of the growing relevance of HRD from 1966, when the Philippine government officially adopted it as a national policy, through the year 1984. The volume is divided into seven parts. It opens with an overview of developments which serves as a thematic summary of the entire volume. The following topics are discussed in the next sections: HRD and government, HRD and education, HRD and industry, HRD and the regions, and HRD and the National Manpower and Youth Council. Finally, it closes with a discussion of future prospects for Philippine HRD. The yearbook contains an extensive collection of statistics and data on issues such as the labor force, the educational system, rural development, and industrial capacity, among others. (KC)

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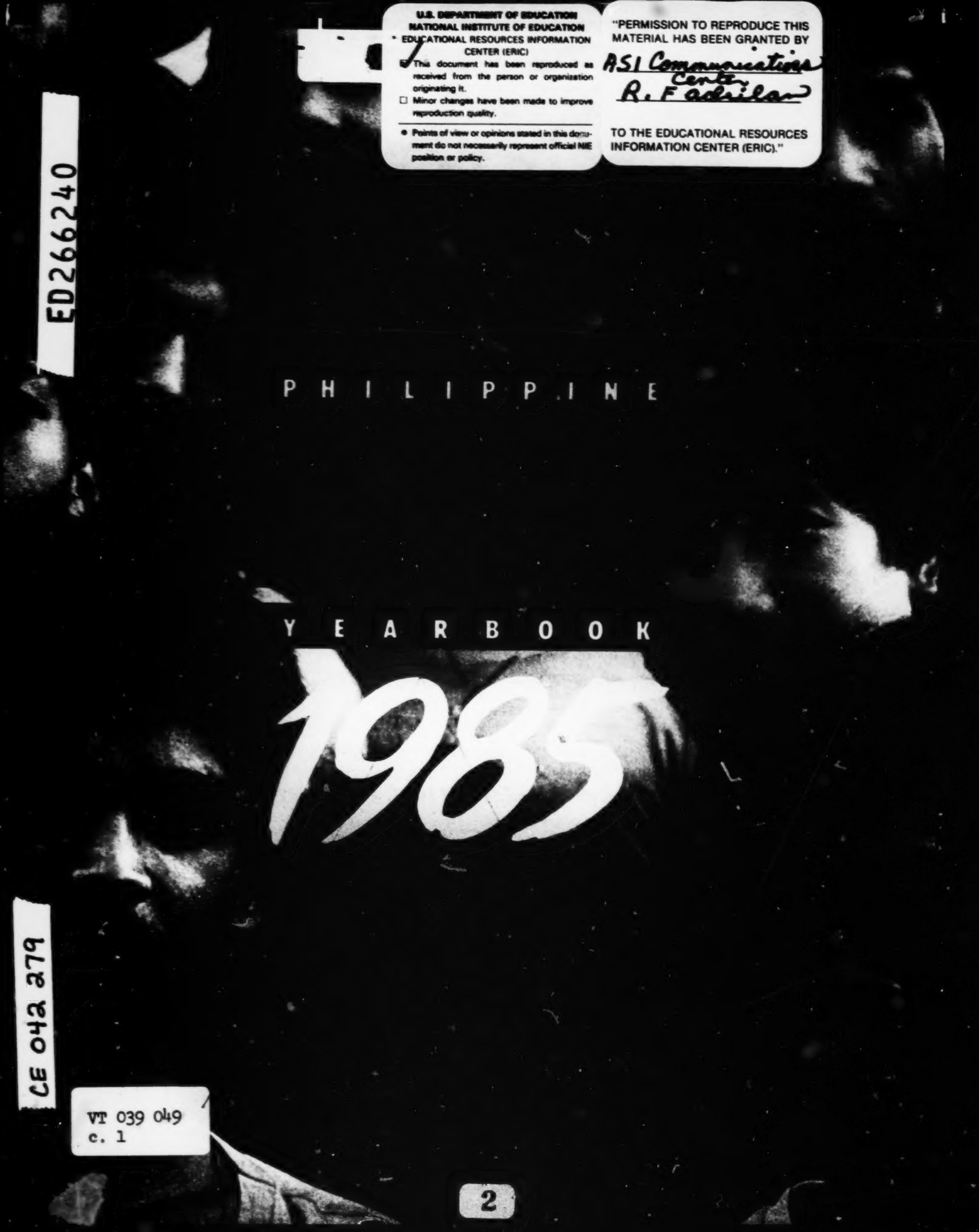

PHILIPPINE YEARBOOK 1985

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PHILIPPINE

HRD

YEARBOOK

1985

Published by the
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PHILIPPINE HRD YEARBOOK 1985

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LORETO P. PURISIMA
Secretary-General
Philippine HRD Yearbook,
1985

Foreword

IN THIS inaugural edition of the *Philippine HRD Yearbook 1985,* we commence an annual survey of developments and trends in human resources in the Philippines.

For some time now, ever since the conclusion of the first manpower development program in the Philippines, there has been a felt need for periodic documentation of developments in this vital sector of national life. It is needed in business and industry, where priority and attention are being given more and more to the *human factor* in productivity. It is needed on another level by researchers and economists who study and analyze changes on the Philippine economic scene. And it is needed just as much by those of us in government who design and implement policies governing human resource development in the country.

It is perhaps opportune that this need should be met at this time, for the present period in national history has been especially fruitful for Philippine human resource development. This is a time when HRD has ceased to be a strange acronym to the Filipino, and has become the vital and animating concept that it is supposed to be. This is a time when the problems of manpower training and development are being tackled in a systematic and coordinated way by concerned institutions and agencies. This is a time when non-formal education is taking its place alongside formal education in the country. And this is a time, finally, when the Filipino nation is beginning to reap the fruits of its early policies and programs to train and develop its abundant human resources.

Being the first chronicle of HRD in the Philippines, the yearbook attempts a comprehensive view of developments and trends from the time in 1966 when the Philippine government officially recognized HRD as a matter of national policy to the past year 1984. It must be said, however, that the records of this lengthy period were not always adequate to serve the many areas of interest.

Likewise, being the principal agency tasked by government for human resource development in the country, the National Manpower and Youth Council took the lead in the preparation of this yearbook. But in doing so, the NMYC has been scrupulous in trying to tell the whole story and in securing the participation of all concerned agencies and especially of the private sector.

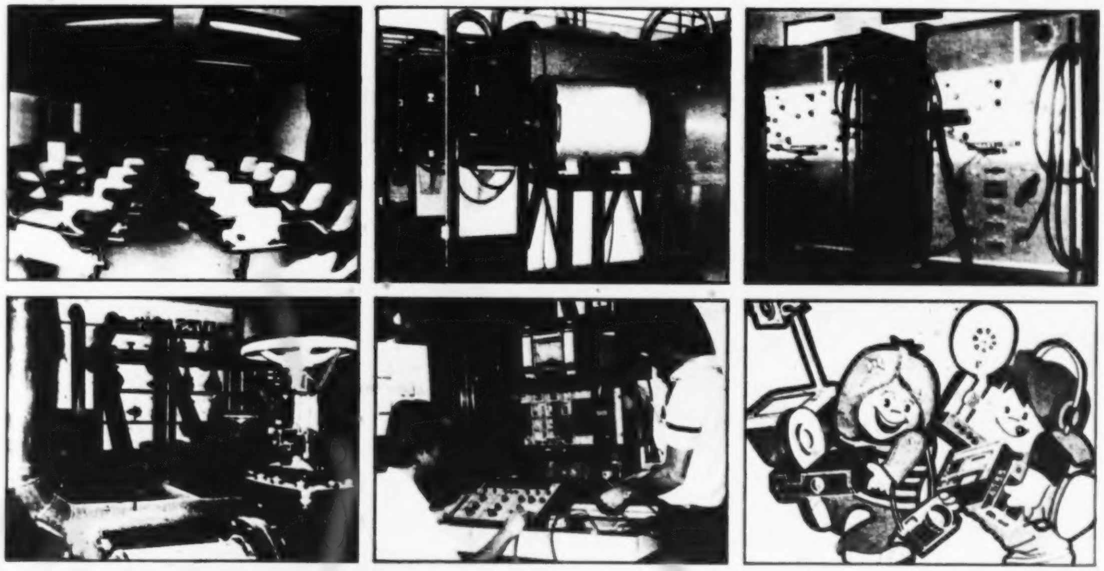
The volume that has emerged from this collaborative and many-sided effort is divided into seven parts. It opens with an overview of developments that is a thematic summary of what follows. Then in sequence it tackles the topics, HRD and Government, HRD and Education, HRD and Industry, HRD and the Regions, and HRD and the NMYC. Finally, it closes with a discussion of future prospects for Philippine HRD.

In the whole scheme for the yearbook we were only too aware that in this exciting new discipline of HRD, opinions and conclusions still differ widely. Rather than favoring one set of opinions over others, we endeavored to provide for a wide interaction of opinion by inviting various Filipino experts in the field of human resources to share with us their thoughts, their experiences and their programs. Likewise, to provide for a more personal view of the subject, we have sought interviews with many in the field and on the job, and have included the reports of companies and organizations which have instituted HRD programs for their personnel.

The finished product makes no claim at being definitive or comprehensive about its necessarily broad and complex subject. And it has no illusion that it will put to rest controversy in the field; indeed, we fully envision and would welcome the comments of many on the views and conclusions propounded by its various articles.

What we really aim for here is a publication that will serve to focus our common attention on HRD in the Philippines, one that will gather under the same roof the development planner and the industry leader, the technocrat and the manager, the trainor and the personnel administrator. If the yearbook can bring us together in discussion, it will already have served its purpose. And it will be worthwhile surveying the field again in future years.

LEMUEL M. MIRAVALLES
Director-General
National Manpower and Youth Council



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Message

The publication of this Yearbook is a milestone not only in Philippine publishing history but more so in the history of organized formal study of our most precious resource, our people.

Achievements in the field of business, infrastructure, the arts, public affairs, even sports have been amply chronicled in the past. But it is only now that we take a hard and wholistic look at the capacities and capabilities of the Filipino people to engage in that most basic of human endeavors, earning a living.

In taking stock of our human resources, the publisher, the National Manpower and Youth Council, was careful to involve all sectors of Philippine society who are engaged in human resource development. In the process, some divergent views emerged, but more than anything else, this is a manifestation of strength, not weakness. In a way, it is indicative of the level of sophistication our HRD professionals have achieved.

Aside from its comprehensiveness, the Yearbook's greatest asset is its readability: as befits a very human topic, the language is shorn of the cold, impersonal verbiage of economists which has been the hallmark of HRD publications in the past.

Thus, there is no doubt in my mind that this Yearbook will be the definitive tome in HRD studies, be it in the quiet groves of academe, the echelons of the bureaucracy or in the myriad human resource departments of business and industry.

HON. BLAS F. OPLE
Minister of Labor and Employment
Chairman, National Manpower & Youth Council

We believe that the greatest assets of a corporation are its people.

We believe that the '80s is the decade of Human Resources.

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Message

For sixteen years now, the National Manpower and Youth Council has been the prime mover in the development of relevant skills needed by the productive sectors of the economy. In fulfilling its mission of training the out-of-school youth and the unemployed adults, the NMYC has made vital contributions to the all-important national objectives of promoting productivity, employment, national economic development and above all the total development of the Filipino, and the youth in particular.

Human resource development in its totality, however, is a cooperative endeavor which requires close collaboration among the different sectors of society—government, labor and industry—as well as among the institutions concerned with education and training. How all these sectors and institutions interact among themselves and how far they have succeeded in promoting the welfare of man through education and skills training is the focus of attention of the *Philippine HRD Yearbook 1985.*

As a first attempt to discuss relevant issues and to chronicle and analyze significant developments in HRD in 1984 and preceeding years, the Yearbook deserves more than just passing notice by policy-makers, educators, industrialists and workers alike. A serious perusal of the Yearbook should stimulate greater interest in this important field among leaders in both the public and private sectors which should in turn be translated into concrete programs to further hasten human resource development in the Philippines.

Being Chairperson of the project advisory committee of the NMYC-World Bank Vocational Training Project, I feel proud to be somehow part of this worthy undertaking; and I wish to congratulate the Council for conceiving and implementing it.

Imee Marcos - Manotoc

IMEE MARCOS-MANOTOC
Member of Parliament
Chairperson, Committee on
Youth & Sports Development

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Under its technical training program, the Foundation runs short training courses designed to provide basic skills to out-of-school youth, and to upgrade existing skills of those already employed. A total of 1,125 persons from 43 companies have so far trained in various trade skills under this program.

Through this and other manpower programs, the Meralco Foundation hopes to produce a new breed of skilled workers for the country's manpower needs. These are just some of the many projects of the Foundation geared towards manpower development. The Foundation does all these because it believes in promoting the common good.

The Meralco Foundation is a non-stock, non-profit corporation organized with the primary goal of creating a broad-based ownership of the Manila Electric Company. The Foundation is managed by a Board of Trustees headed by Senen J. Gabaldon (chairman), with Mario D. Camacho, Andres V. Castillo, Mamerto G. Nepomuceno, Generoso F. Tanseco, and Carlos J. Valdes, as members.

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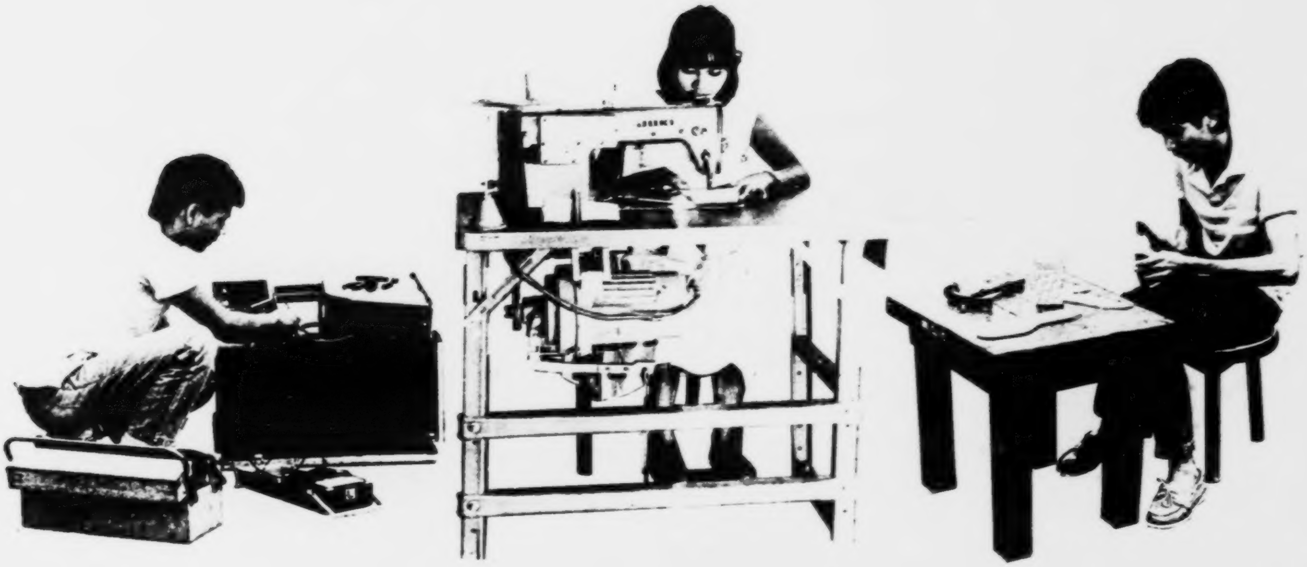
Part One

OVERVIEW OF DEVELOPMENTS AND TRENDS



Human Resource Development: The Philippine Experience

In the quest for economic development in the developing countries, few policy issues are considered more critical or strategic than the development of human resources. There is hardly an economist or development planner today who does not swear by some creed or tenet regarding the high importance of investment in human capital. Yet, oddly enough, the very concept of human resource development is an idea that has taken a long time in arriving.

In his book, *The Development of Human Resources*, Eli Ginzburg credits the father of economics and capitalism himself, Adam Smith, as a firm believer in "the human resource factor as the key determinant of economic progress." But then he observes that after Smith developed his seminal ideas on the wealth of nations, the economists who followed him did not take up his thesis that among the three factors of economic life – land, capital and labor – it is the labor of man that constitutes the basic dynamic of development. For the most part, all of them – from Malthus to Keynes – tended to regard human resources as peripheral, not central, to economic life. Most set store by the faith in development through the accumulation of material capital.

Only in the last three decades or so, and nearly two centuries after the publication of the *Wealth of Nations*, have economists focused attention again on the great importance of human resources to the making of progress. What for a long time had been taken for granted in economic studies is now being accorded singular attention both in the building of business enterprises and entire nations. HRD has emerged as a new discipline in itself, striving to answer questions and problems relating to human resources in a systematic way.

In many ways, this contemporary turn in economic thought has been greatly influenced by the experiences of many developing countries in their struggle to achieve economic development. As many of these countries tried and failed in their early efforts to modernize and develop, utilizing development models mainly derived from the West, they have more and more become aware of the formidable constraints on their development aspirations. One of the major constraints that have limited the attainable rate of development has been the lack of well-educated, well-trained and well-developed manpower in these societies.

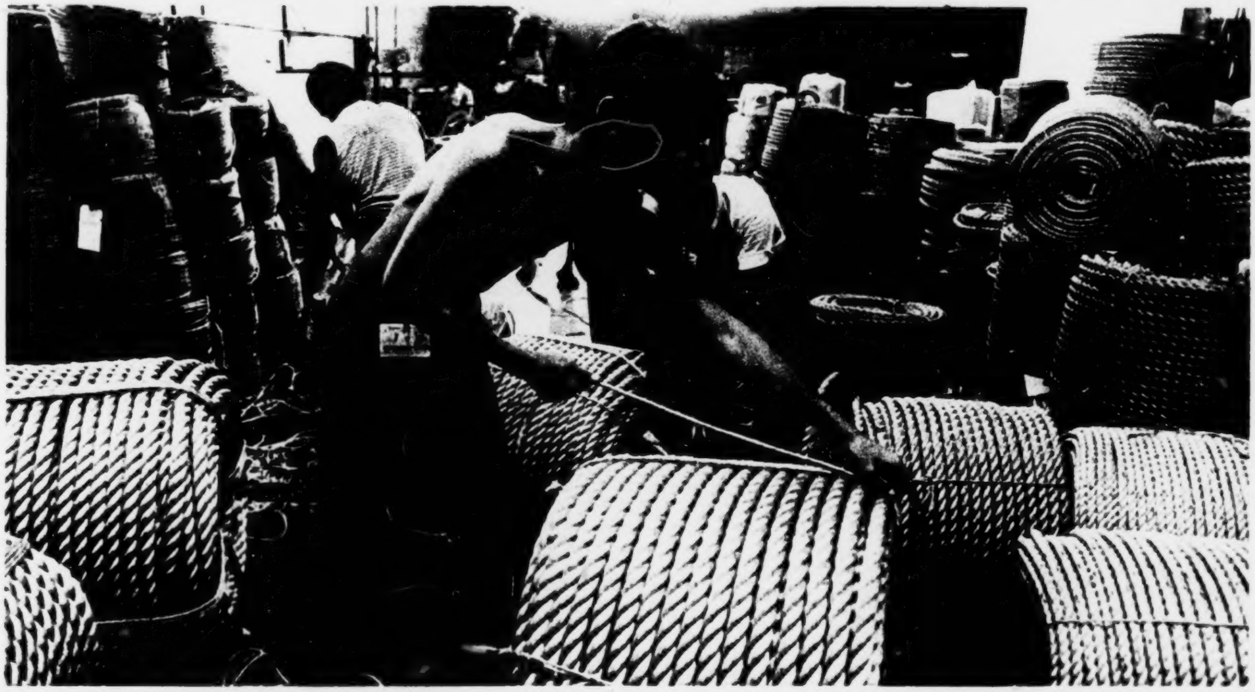
In a significant sense, the experience of the Philippines during the last two decades ineluctably mirrors this movement towards fresh awareness of the importance of human resources in the developing world. It has experienced its own false starts toward modernization. Among developing countries, it was one of the first to recognize the importance and significance of HRD for the fulfillment of development goals. And since it ventured in 1966 into the realm of human resource planning and development, it has steadily intensified efforts to fully develop the country's vast human resources.

The labor of man is still the basic dynamic for development.

A new discipline in contemporary economic thinking.

Investment in Human Capital

As developed by economists and development planners, the case for HRD is quite complex and involved. But the main lines of the argu-



ment can be summarized.

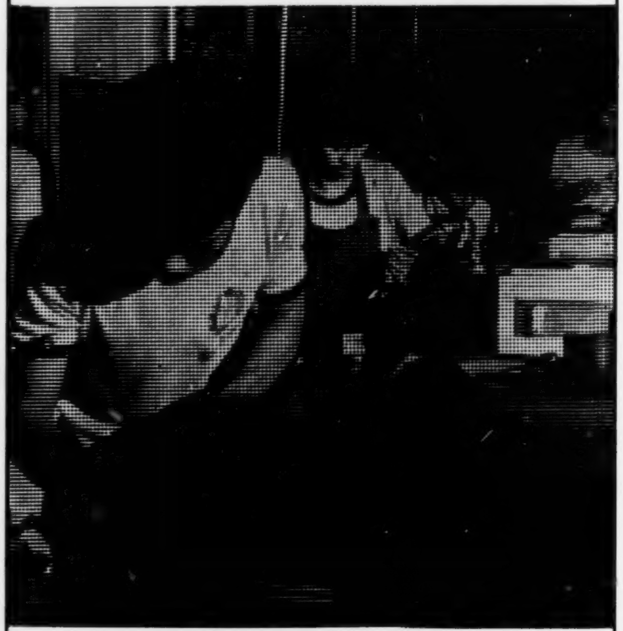
Countries like the Philippines sooner or later discover the important point that an improvement in the quality of human resources cannot be simply awaited as a reward of development; it must rather be viewed as a necessary instrument of development. Human beings are not only beneficiaries of development; they are even more importantly its agents. If development is growth plus change, and change covers the entire stream from economic to social and cultural concerns, then the qualitative dimensions of development become "extremely significant in terms of human resource development." Without such change, the development process cannot be self-sustaining. Ergo: the improvement of the quality of people as productive agents must be a central objective of development policies.

The thesis, of course, is easy enough to accept and subscribe to. Putting it to work is another story. For it is not an easy task for a nation to answer the challenge of improving the abilities and skills of its people, and the alignment of values and attitudes to the development effort.

Part of the problem in formulating policy in this regard derives from the newness of the discipline itself; no hard and fast rules and systems have been truly developed yet. Partly, too, the problem is not mainly economic; improving the *human infrastructure* of a society touches sociological, psychological, cultural and political considerations.

Before the Philippines tackled in a systematic way the challenge of manpower development, efforts to develop the human resource pool tended mainly to be helter-skelter and free-wheeling. As the labor minister described it at the outset of the new program: "Attempts to develop the country's manpower stock were geared towards the acquisition of basic skills and development of natural abilities, neglecting the utilization and conservation aspects, through fragmented training programs and the formal education system. The system of open entry encouraged most students to enrol in any course they wanted and which is within their financial reach without considering employment possibilities after graduation. There was little concerted effort to look into the manpower structure, relate supply and demand, and develop a plan to harness manpower potentials and direct their skills to meaningful and directly productive uses"

Helping the community develop into a productive, self-reliant sector...



A continuing concern of San Miguel Corporation. Through the PBSP and other organizations involved in community projects and socio-economic development services.

Through the Philippine Business for Social Progress and other organizations, San Miguel Corporation plays a major role in helping alleviate the plight of the needy. By tapping and utilizing human resources toward self-generating and productive community projects, it helps the nation create gainful employment for the people.
It constantly helps fund and implement various socio-economic, community-development projects like low-cost housing, proper nutrition, health, education, clothing, cottage industries and other related efforts. As a company, San Miguel Corporation firmly believes in its social responsibility to develop an independent community.

Social responsibility. One of the many continuing concerns of San Miguel Corporation.

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The creation of a Manpower Development Council by an act of Congress in 1966 did not remedy overnight the deplorable neglect of planning and development of the country's human resources. Though clearly put forward with the best intentions, the legislation did not go far enough to address the paramount need for more comprehensive planning and action.

Not long afterwards, the National Manpower and Youth Council was created, again by act of Congress, to replace the MDC. But even this new agency did not truly become a factor until 1973, when government finally decided to decisively intervene in the mobilization and development of manpower resources. It was during this period that a comprehensive manpower plan for the Philippines was formulated. It was a first for the nation.

The First Manpower Plan

The formulation of the first manpower development plan was significant because this was the first time that the country tried to deal comprehensively with its *human resource problem.*

Summarized in a nutshell, the problem was "shortage in the midst of plenty." For a long time a labor-surplus economy, the Philippines at the same time had a terrible "shortage" of skilled manpower. These twin phenomena of a shortage of persons with critical skills and surplus labor underscore the typical human resource problem of a developing country.

Building skills, and work for underutilized manpower.

In the face of this, the strategy of human resource development is thus immediately concerned with two objectives: the building of skills and the provision of productive employment for unutilized or underutilized manpower. The strategy immediately recognizes that the two aspects of shortage and surplus in human resources are intimately related. It sees the paradox which, as one economist has noted, shows that "the shortage of persons with critical skills is one of the contributing causes of the surplus of people without jobs."

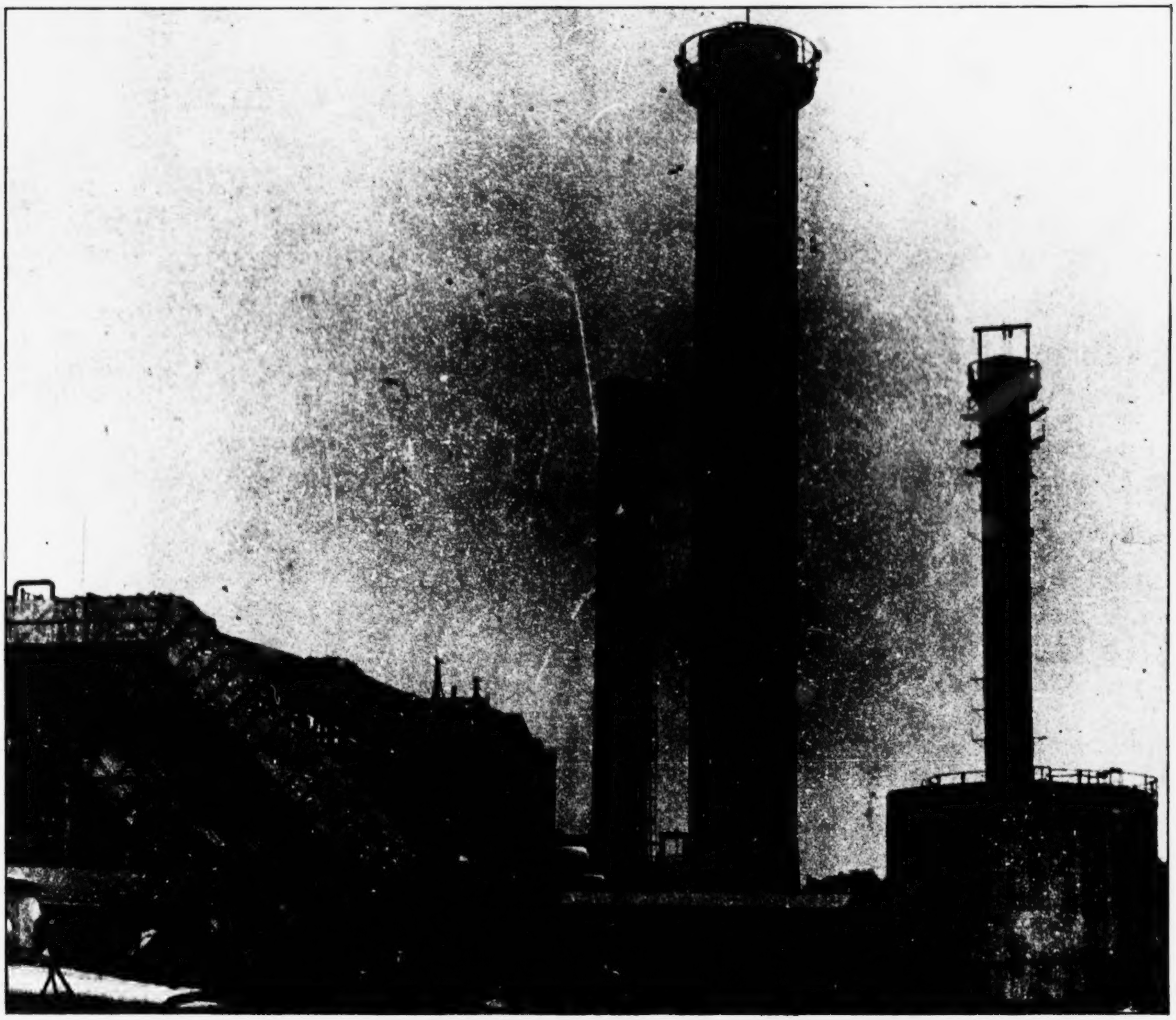
Manpower development, in the context of the first plan, sought to address these issues. Several strategies were adopted to restructure the supply side of manpower, and among these were:

- the expansion and intensification of manpower training programs and institutions;
- the establishment of vocational guidance and counselling clinics/centers;
- the formulation and implementation of policies and programs for the protection and conservation of labor;
- the promulgation of laws and other incentives encouraging training activities in the private sector; and
- the establishment of employment exchanges.

Complementary to these measures, the government commenced the massive restructuring of the formal education system to match the needs of the growing economy.

On the demand side, the following strategies were proposed by the plan in order to create new employment opportunities and expand existing ones:

- the increase of the rate of investment;
- the encouragement of labor-intensive investments;
- the promotion of industries with high growth potential;
- the full-scale mobilization of existing unused capacity;
- the acceleration of development in agriculture;
- the expansion of the export sector;
- the construction of tourist facilities;
- the improvement and intensification of public works; and



Entering a decade of innovation and change.

- the increase of rate of savings through fiscal and foreign exchange instruments and banking reforms.

Following the formulation of the first manpower development plan, action on many fronts proceeded apace.

The National Manpower and Youth Council was fully organized in order to serve as the lead agency for implementation of the program.

In 1974, 10 regional manpower development centers were established to implement the regional approach to HRD.

And the government through NMYC and the Ministry of Labor and Employment unraveled a package of programs and services for the specific task of improving the quality of human resources in the country.

This was in sum the beginning of HRD in the Philippines. And in the following years, changes and modifications would take place in terms of addressing new problems, of improving the management of the manpower development program, of upgrading and expanding training institutions, and of tackling new priorities.

A Decade of Innovation and Change

The period from 1974 to 1984 may be rightly described as a decade of innovation and change in the program for human resource development in the Philippines. It has been a time of achievement in terms of raising the quality of human resources in the country. It has been a time of expansion of HRD services. It has also been a period of adjustment to many problems and difficulties that embattled the Philippine economy.

Demographic-economic factors affect the HRD landscape.

There are many vantage points from which the period may be surveyed, and each of these serves to describe the developments that have taken place.

One vantage point is that of policy – how national policies have evolved in such a manner as to give impetus and verve to the HRD effort in the country. In a subsequent article, the evolution of policies is discussed in detail. It will suffice to say here that during this period, the Philippines recognized as national policy the promotion of labor and employment. It has tempered the GNP approach to economic growth with a new regard for the social goals of growth, employment being the most paramount objective. As it has striven to create new job opportunities, it has aggressively moved to upgrade the employability of the labor force.

A second vantage point is the yardstick of achievement. For this, there are many indicators of how eventful the decade has been for HRD in the Philippines, and these again are discussed in detail in various articles and chapters of the yearbook. It will suffice to summarize here some of the more revealing developments and trends:

- During the period, the population growth rate at the close of 1984 had gone down to 2.3 percent, from a high of over 3 percent a decade ago.
- National literacy reached a new level of 90 percent, reflecting improvement in the educational delivery system.
- Manpower training significantly increased its output and services during the period, dwarfing many times the achievements of previous years. During the past two years, the NMYC alone, in its non-formal education program, had extended services to 362,480 members of the labor force.

There is a third vantage point, and this is in terms of how human resource planning and development in the Philippines has grown in sophistication and impact during the decade.

Today, it may be said that manpower development is no longer the concern of government alone. The private sector is now fully involved.

Along with the growth in involvement and scope, the quality of training has perceptibly improved, utilizing more modern equipment and methods and covering a broad range of skills. In the NMYC at present computer literacy, for instance, has become a major part of training and efforts.

And perhaps most significant of all, the country's educational priorities today parallel manpower priorities.

It is of course regrettable to note that this decade of exciting developments in the field of human resources closed with the gales of adversity and crisis embattling the national economy. For this had the effect not only of retarding the national development program, but of preventing the economy from matching the expectations raised by the upgraded manpower training programs and the reforms in the educational system. In the last analysis, the meaning of human resource development is employment, and the decade closed with new pressures on the country's ability to employ productively its labor force.

But this notwithstanding, and with national economic recovery on the upswing, there seems to be no question the nation will in time move back on the road to development and growth. And there is no question that the gains made in human resource development during the past years will fully figure in the achievement of such development and growth in the future.

Recent Manpower Trends in the Philippines

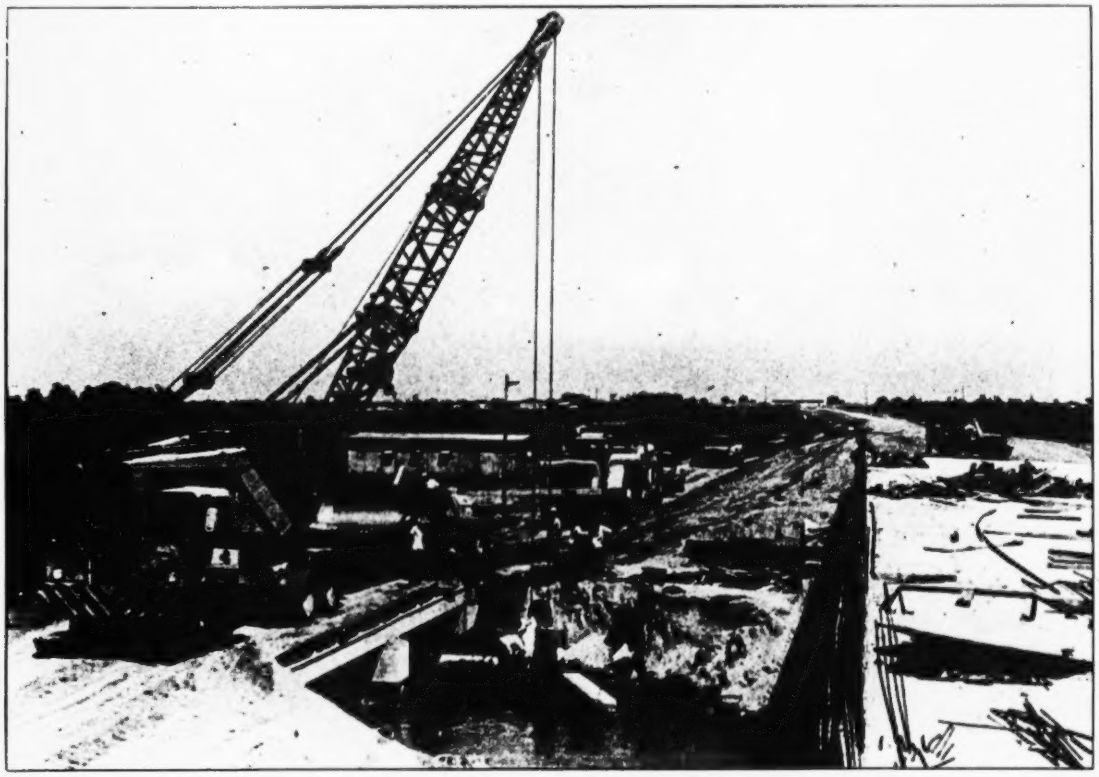
IN MEASURING trends and developments in the field of human resources, there are two sets of indicators that reflect the quantitative and qualitative changes taking place. First, the magnitude and direction of the manpower variable are, by and large, by-products of affective demographic-economic factors like population. Second, the quality and capability of the stock of manpower in relation to overall development hinges greatly on the influence of socio-economic changes.

To appreciate, therefore, the status of Philippine human resources at this time, one must survey the current demographic-economic and social indicators.

I. Demographic-Economic Indicators

Population

Progressive decline in the vital rates during the past ten years has resulted in an average population growth rate of about 2.6 percent from 1974 to 1984. This downtrend was brought about in part by national advances in the development process characterized by changing lifestyles concomitant with rapid indus-



Using modern equipment, creating new job opportunities.

trialization and urbanization. Population programs as well as those centered on health and nutrition improvement have likewise shown profound impact on national population during the period.

As of yearend 1984, the country's population was estimated at 53.170 million, an increase of 2.3 percent over the estimated figure for 1983. Of the total population, 38 percent were located in urban centers, which have grown significantly as a consequence of the marked influence of countryside development programs. During the same year, the age-dependency ratio was estimated at 77 percent, a dramatic improvement over the 1975 level of 140.2 percent.

Labor Force

As an offshoot of the still relatively high but declining population growth rate, the labor force has been increasing during the decade, as new entrants into it continued to pour year after year. Significantly, however, there was recorded a decrease in the labor force from 1983 to 1984. In 1983, estimates placed the labor force at 20.46 Million; while in 1984, this was placed at 19.98 Million.

Household population of 15 years old and over totaled 32.141 million. Accordingly, the labor force participation rate as of 1984 was 62.2 percent, compared to 64.6 in the previous year.

The majority of the country's labor force was located in the National Capital Region and the Southern Tagalog Region, which together accounted for around 24.7 percent or slightly less than a quarter of the total. In absolute terms, the most sizable number in the labor force belonged to the 25-34 age group, and they were predominantly male. About 98 percent were considered experienced, and more than half were engaged in agriculture.

Employment

In 1984, employment stood as 18.724 million, reflecting an employment rate of 93.7 percent. This represented a decline by nearly a million employed persons from the 1983 level of 19.522 million employed.

The decrease in the employment rate was a reflection of the formidable difficulties and adversities that the country experienced from the last quarter of 1983 and throughout the year 1984. Because of the foreign exchange crisis, many import-dependent industries retrenched on labor

In terms of regional distribution of employment, the National Capital Region and Southern Tagalog absorbed the most employ-

TABLE 1
SUMMARY OF MANPOWER TRENDS
1978-1984
(in thousands)

	1978	1979	1980	1981	1982	1983	1984	Compound Growth Rate
POPULATION	45,446	46,580	48,098	49,526	50,740	51,956	53,170	2.6
Annual Growth Rate				3.0	2.4	4.9	2.3	
WORKING-AGE POPULATION	26,873	28,06	26,835	29,781	30,747	31,676	32,141	3.0
Annual Growth Rate		4.4	2.7	3.3	3.2	3.0	1.5	
LABOR FORCE	16,715	17,233	17,705	18,464	18,602	20,465	19,982	3.0
Annual Growth Rate		3.1	2.7	4.3	.7	10.0	(2.4)	
Labor* Force Participation Rate	62.2	61.4	61.4	62.0	60.5	64.6	62.2	
EMPLOYMENT	16,023	16,544	16,749	17,559	17,653	19,522	18,724	2.6
Annual Growth Rate		3.2	1.2	4.8	.5	10.6	(4.1)	
UNEMPLOYMENT	692	689	956	905	949	943	1,258	10.5
Annual Growth Rate		(.4)	38.8	(5.3)	4.9	(.6)	33.4	
UNDEREMPLOYMENT (Rates)	16.1	–	21.8	–	–	30.1	36.5	
OVERSEAS EMPLOYMENT	51	92	157	211	250	484	*	56.8
Annual Growth Rate		80.4	70.6	34.4	18.5	93.6		

TABLE 2
EMPLOYMENT BY REGION
1978-1984
(in thousands)

REGION	1978	1979	1980	1981	1982	1983	1984	Average % Share	Compound Growth Rate '78-'83	'83-84
PHILIPPINES	16,013	16,544	16,749	17559	17,653	19,524	18,732	100.0	4.0	2.6
NCR	2,118	2,175	1,742	1,881	1,976	2,032	2,024	11	(.8)	(.8)
Region I	1,175	1,209	1,169	1,239	1,280	1,424	1,261	7	3.9	1.2
II	731	781	866	900	872	1,062	979	5	7.2	4.5
III	1,517	1,426	1,531	1,549	1,607	1,673	1,619	9	1.2	1.1
IV	2,102	2,076	2,146	2,239	2,255	2,443	2,310	13	3.1	1.6
V	1,057	1,215	1,233	1,261	1,372	1,414	1,379	7	6.0	6.9
VI	1,588	1,677	1,874	1,730	1,717	2,001	1,807	10	4.7	2.2
VII	1,358	1,487	1,392	1,342	1,532	1,648	1,605	8.4	3.9	2.8
VIII	836	1,010	969	1,136	1,032	1,178	1,297	6	7.1	7.6
IX	682	658	759	752	752	849	877	4	4.5	4.3
X	860	891	999	1,099	1,042	1,241	1,220	6	7.6	6.0
XI	1,046	1,129	1,322	1,297	1,420	1,410	7	6.2	5.1	
XII	681	712	818	880	894	934	912	5	6.5	5.0

ment, accounting for about one-fourth of the total. In terms of age-group, the prime working macro age-group of 25-44 years accounted for the greatest portion of employed persons. And they were mostly males and engaged in agriculture.

Retrenchment of local labor served to emphasize the great importance to the national economy of the overseas employment program. Overseas employment has more and more been absorptive of displaced local labor. In 1983, about 434,207 Filipinos were employed abroad. In 1984, figures for the period from January to May 1984 show 217,557 members of the labor force employed overseas. Totals for the whole year may have declined because of lessening demand in certain labor markets like the Middle East.

Unemployment

About 1,258,000 members of the labor force were openly unemployed in 1984, compared to 943,000 in 1983. Thus for the year, unemployment stood at over 6 percent, compared to the 4.5 percent in the previous year.

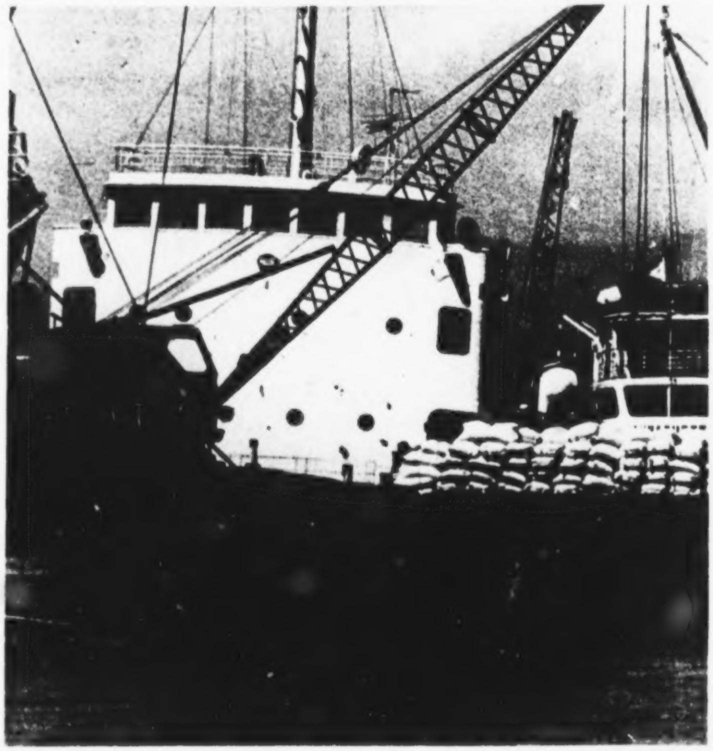
Hardest hit by the rise in the unemployment rate were those employed in import-dependent industries, which retrenched on labor because of foreign exchange difficulties.

Among all groups, the most unemployment was to be found in the 25-44 age group, which is also the prime working group

Considered in terms of trends over the decade, there has been a growth in unemployment during the last five years, while the previous five was marked by falling unemployment. This of course is a reflection of larger problems besetting the national economy during the period.

Underemployment

While accurate data on this measure of labor underutilization are scarce if not totally absent, crude estimates have placed the 1984 level at approximately 36.5 percent. Attempts



Hardest hit of all – import-dependent industries.

TABLE 3
LABOR FORCE BY LOCATION AND SFX
1978-1984
(in thousands)

CATION/SEX	1978	1979	1980	1981	1982	1983	1984	Average % Share	Compound Growth Rate
TOTAL	**16,715**	**17,233**	**17,705**	**18,464**	**18,602**	**20,465**	**19,982**	**100.00**	**3.0**
Male	11,019	10,891	11,190	11,669	11,756	12,424	12,612	63.2	2.3
Female	5,696	6,342	6,515	6,794	6,846	8,041	7,370	36.8	4.4
URBAN	5,309	5,652	5,807	6,056	6,101	6,024	7,426	32.8	5.8
Male	3,243	3,377	3,470	3,619	3,646	3,404	4,530	19.6	5.7
Female	2,066	2,275	2,337	2,437	2,455	2,620	2,896	13.2	5.8
RURAL	11,406	11,580	11,898	12,408	12,501	14,441	12,556	67.2	1.6
Male	7,776	7,531	7,737	8,069	8,129	9,020	8,082	43.7	.6
Female	3,630	4,049	4,161	4,339	4,372	5,421	4,474	23.5	1.7

Source: *National Sample Survey of Households Bulletin*
NCSO, Special Release
Note: *Data for 1978-1983-Third qtr. 1984-First qtr.*

TABLE 4
OVERSEAS EMPLOYMENT BY MAJOR OCCUPATIONAL GROUP
1978-1983

OCCUPATION	1978	1979	1980	1981	1982	1983 (4th qtr.)	Average %Share	Compound Growth Rate
TOTAL	**50,961**	**92,519**	**157,394**	**210,936**	**250,115**	**484,000**	**100.0**	**5.7**
Professional, Technical and Related Workers	11,335	17,835	24,361	26,680	28,435	106,000	17.2	5.6
Managerial, Executive and Administrative Workers	331	1,441	740	1,804	1,462	3,000	.8	5.5
Clerical Workers	1,516	2,896	5,383	2,585	8,519	27,000	3.3	7.8
Sales Workers	69	265	431	466	1,394	21,000	1.0	213.8
Service Workers	7,910	14,089	23,442	33,109	43,248	69,000	15.5	5.4
Agricultural, Animal Husbandry, Forestry Workers & Fishermen	37	186	1,581	1,322	1,158	9,000	.7	200.0
Production Process Workers, Transport Equipment Operator & Laborers	29,763	55,678	101,436	144,970	163,899	23,900	61.2	5.2
Not Defined	–	–	–	–	–	9,000	.3	

Source: ***1978-1982 – Philippine Overseas Employment Administrative.***
1983 – NCSO, Special Release.

are now being made to come up with a standard definition of this concept for common understanding by policymakers and researchers alike.

2. Social Indicators

Educational and Training Outcome

During school year 1983-84, enrolment in the formal school system reached 13.4 million, up from the 1974-75 level of 10.2 million. Following historical trends, registration was highest in the elementary grades where some 8.8 million were enrolled. The general improvement in the educational delivery system has been reflected in a growing literacy rate that reached almost 90 percent in 1982 Likewise, the number of graduates of major fields of study has been on the upswing, totalling 189.1 thousand in school year 1979-1980. Overall, participation rates in all levels of education have indicated favorable trends consistent with the programmed reorientation of school curricula with development needs.

This fruitful outcome has for the most part been due also to some successes recorded in reallocating educational resources to lagging areas. As of SY 1980-81, for example, there were 39,924 schools under the formal system, many of which have been regionalized or outrightly moved to outlaying regions pursuant to the school dispersal program. Moreover, during the same year, there were close to half a million teachers scattered nationwide, resulting in an improved teacher-pupil ratio of 1:31. Budgetary support for education, in absolute terms, has been rising, with specific outlays for various programs increasingly rationalized.

The non-formal system has also responded to the urgent call for relevant education geared to jobs in demand. In 1982, a total of 501.2 thousand students were enrolled in vocational/technical courses, majority of whom showed interest in trade-technical lines of endeavor. During the same year, close to one-third of these were graduated by the system. Various agencies offering training themselves yielded 1.5 thousand graduates in 1980.

Considering the bulk of education and training targets not reached, however, a big task remains for both systems in the coming years. Delivery services, in particular, need to be strengthened further for maximum coverage.

A marked interest in trade-technical lines.

TABLE 5
LABOR FORCE BY REGION
1978-1984
(in thousands)

REGION	1978	1970	1980	1981	1982	1983	1984 (1st qtr.)	Average % Share	Compound Growth Rate
PHILIPPINES	16,715	17,233	17,705	18,464	18,602	30,465	19,982	100.0	3.0
NCR	2,197	2,326	2,040	2,085	2,238	2,278	2,335	12.0	1.0
Region I	1,213	1,244	1,205	1,376	1,313	1,466	1,300	7.1	1.2
II	772	794	912	21	904	1,081	1,017	4.9	4.7
III	1,609	1,506	1,617	1,634	1,694	1,763	1,739	9.0	1.3
IV	2,210	2,160	2,264	2,323	2,384	2,588	1,495	12.7	2.0
V	1,071	1,231	1,254	1,287	1,406	1,437	1,638	7.5	7.3
VI	1,651	1,766	1,920	1,782	1,776	2,065	1,896	9.6	2.3
VII	1,389	1,536	1,431	1,372	1,568	1,704	1,658	8.2	3.0
VIII	956	1,052	1,085	1,232	1,087	1,210	1,393	6.2	6.3
IX	699	698	797	756	790	891	922	3.0	4.7
X	900	925	1,053	1,240	1,104	1,299	1,287	6.0	6.1
XI	1,102	1,188	1,267	1,400	1,387	1,532	1,538	7.2	5.7
XII	696	729	840	896	925	950	949	4.6	5.3

TABLE 6

EMPLOYMENT BY SECTOR
1978-1984
(in thousands)

	1978	1979	1980	1981	1982	1983	1984 (1st qtr.)	Average % Share	Compound Growth Rate
TOTAL	**16,023**	**16,544**	**16,749**	**17,559**	**17,653**	**19,522**	**18,724**	**100.0**	**2.6**
Agriculture	8,341	8,454	8,559	8,973	9,021	10,187	9,187	51.1	1.6
Industry	2,409	2,465	2,495	2,616	2,630	2,723	2,946	14.9	3.4
Services	5,273	5,608	5,678	5,952	5,984	6,593	6,574	33.9	3.7
Industry not Adequately Defined	–	17	17	18	18	19	17	.1	–

The Continuing Pressure from the Out-of-School Youth

The problems posed by out-of-school youth, those aged 7-24 years and neither studying nor employed, have remained a major concern for the educational system to tackle. Although decreasing over the past few years, the number of this segment of the population continue to exert strains on the tight employment situation.

In 1980, total out-of-school youth was estimated at 3.9 million, down from 4.0 million in 1975 and higher levels posted during the immediately preceding five years. This figure represented 22.3 percent of the country's labor force which, though lower than the 1971-1974 average of 27.4 percent, is still significant.

Income and Wage Patterns

Sustained increases in real per capita GNP generated corresponding upturns in real and family incomes during the past decade. A continuing adjustment in legislated minimum wages was also undertaken to shield workers from the depressive effects of economic shocks such as the oil price spirals of 1974 and the recession beginning 1979. Despite intermittent but severe setbacks encountered by the economy as a whole during the period, income distribution showed an improvement as the share of the lowest 30 percent of families increased while that of the top 10 percent declined.

3. Conclusion

Full appreciation of the significance of the manpower variable in overall development planning must be founded on a thorough evaluation of its effects on other critical variables as well as those influencing it. Such assessment shall yield real bases for the formulation of tenable schemes to uplift the lot of the Filipino. The difficulties being experienced at both the macro and micro levels of the economy dictate that policies should increasingly be focused on maximizing the contribution of manpower development to the larger goal of total human development.

TABLE 7
POPULATION 1980-1984
(in thousands)

POPULATION	1980	1981	1982	1983	1984	Average % Share	Compound Growth Rate
TOTAL	48,098	49,526	50,740	51,956	53,170	100.00	2.5
Non-Working-Age	19,263	19,745	19,993	20,280	21,029	39.58	2.2
Working-Age	28,835	29,781	30,747	31,676	32,141	60.42	2.8

TABLE 8

EMPLOYMENT BY MAJOR OCCUPATIONAL GROUP
1978-1984
(in thousands)

	1978	1979	1980	1981	1982	1983	1984	Average % Share	Compound Growth Rate
TOTAL	**16,023**	**16,544**	**16,749**	**17,559**	**17,653**	**19,522**	**18,724**	**100.0**	**2.6**
Professional, Technical and Related Workers	933	993	1,005	1,054	1,059	1,192	1,108	6.0	2.9
Administrative, Executive and Managerial	159	165	167	176	177	189	175	1.0	1.6
Clerical	644	678	687	720	724	808	789	4.1	3.4
Sales	1,708	1,820	1,842	1,931	1,942	2,139	2,141	11.0	3.8
Service	1,260	1,340	1,357	1,422	1,430	1,579	1,559	8.1	3.6
Agricultural, Animal Husbandry	8,250	8,255	8,358	8,762	8,809	9,942	8,849	49.9	1.2
Production and Related Workers	3,031	3,210	3,249	3,406	3,424	3,559	3,958	19.4	4.5
Occupation not Adequately Defined	38	83	84	88	88	114	145	.5	30.0

Source: NCSO, ISH; data for 1978 is the average of 2nd and 4th qtrs.; 1983-3rd qtr.; 1984-1st qtr.

Philippine Policies for HRD

THE PRIMARY wealth of any nation is its human resources. The most important of all resources, it has high priority over all other programs, projects and activities. This is because every aspect of development must start first with the prime mover of development – man. All other aspirations for modernization ensue from this and all eventually lead to the improvement of a people's quality of life. All other efforts hinge on the enormous scope of the human person, who, if properly enhanced and motivated, will also foster for himself and his fellowmen, a general sense of welfare.

In the Philippines, human resource development addresses the holistic development of man and all activities that influence the development of the person in his lifetime. This includes the acquisition of knowledge and skills which will enable him to secure gainful employment and a total view of the world in which he lives. Human resource development also addresses the molding of attitudes and habits under the aegis of a maturing culture – a set of values, norms and beliefs – that makes the Filipino.

In a specific way, this goal is the subject of laws, decrees, instructions and orders that have been formulated or enacted in order to secure for the nation the benefits that come from a well-trained and skilled labor force. These laws, Presidential decrees, letters of instructions, executive orders, proclamations and other statutory issuances spur not only the development of human resources but also the promotion of employment and the acceleration of economic growth.

No less than the Philippine Constitution, the organic law of the land, sets the seal on the national policy to develop the country's

The molding of attitudes and habits is a prime stabilizer.

Upholding the primacy of self-reliance.

human resources. Under Sec. 7 of Art. II (Declaration of Principles and State Policies), the Constitution provides that "the State shall establish, maintain and ensure adequate social services in the fields of education, health, housing, employment, welfare, and social security to guarantee the enjoyment by the people of a decent standard of living." Likewise, Sec. 9 of the same article provides that "the State shall afford protection to labor, promote full employment and equality in employment, ensure equal work opportunities regardless of sex, race or creed, and regulate the relation between workers and employers."

Two other constitutional provisions that give support to human resource development are paragraphs 4 and 6, Sec. 8 of Art. XII. Paragraph 4 states that "all educational institutions shall aim to inculcate love of country, teach the duties of citizenship and develop moral character, personal discipline and scientific-technological and vocational efficiency." Paragraph 6 provides that "the State shall provide citizenship and vocational training to adult citizens and out-of-school youth and create and maintain scholarships for poor and deserving students."

The premier agency charged with the task of human resource development is the National Manpower and Youth Council. By virtue of Republic Act No. 5462, otherwise known as the Manpower and Out-of-School Youth Development Act, promulgated on March 19, 1969, the NMYC was created, taking over the functions of the then Manpower Development Council created under Executive Order No. 53. R.A. No. 5462 proclaimed a new manpower policy in the country which upholds the primacy of self-reliance, assigning the NMYC the task of accelerating human fulfillment through skills development and preparation for work.

The NMYC, as the main government agency on human resource development, was reaffirmed and strengthened by the provisions of Presidential Decree No. 442, the Labor Code of the Philippines, particularly Book II (Human Resources Development). The main features of Book II directly relating to HRD are the following:

Art. 46 provides for the formulation of a long-term national manpower plan for optimum allocation, development and utilization of manpower for employment, entrepreneurship and economic and social growth, and Art. 48, the establishment and formulation of national skills standards for industry trades.

Positive trends in participation for all levels of education.

Equal opportunities, regardless of sex, race or creed.

Art. 49 directs the NMYC to provide instructor training, entrepreneurship development training in vocational, trades and other fields of employment, and assistance to any employer or organization in training schemes designed to attain its objectives. Art. 50 mandates the establishment of industry boards to assist in the establishment of manpower development schemes, trades and skills standards and such other functions as will provide direct participation of employers and workers, in accordance with NMYC guidelines and in consultation with the National Economic and Development Authority.

Chapter I of Title II establishes a national apprenticeship program to help meet the demand of the economy for trained manpower through the participation of employers, workers, and government and non-government agencies and to establish apprenticeship standards for the protection of apprentices.

Chapter II of the same Title calls for the setting up of a learners program. Learners are persons hired as trainees in semi-skilled and other industrial occupations which are non-apprenticeable and which may be learned through practical training on the job in a relatively short period of time which shall not exceed three months.

Chapter III provides for a handicapped workers program. Handicapped workers are those whose earning capacity is impaired by age or physical or mental deficiency or injury. They may be employed when their employment is necessary to prevent curtailment of employment opportunities and when it does not create unfair competition in labor costs or impair or lower working standards.

In carrying out its objectives the NMYC from its inception operated first under the Office of the President and then under the umbrella of the Department of Labor (now Ministry of Labor and Employment) until September 5, 1978, when Letter of Instructions No. 72 was promulgated, returning the NMYC to the former office in order to be organizationally located where it shall be able to establish coordinative linkages with the various entities involved in manpower development.

Coordination and collaboration with other sectors spawned various programs on human resource development, one of which is the establishment of the Batarisan Program with the enactment of LOI No. 740. This Presidential Order directs all private companies, firms and entities which have the necessary capabilities and resources, as determined by the Director General of the NMYC, to provide and make available their resources, facilities and technology for the training of out-of-school youth in technical and related skills. To accelerate the implementation of the program, Executive Order No. 732 was promulgated to give more financial incentives to firms and out-of-school youth participating in the Batarisan in-plant training program.

A vital strategy in the enhancement of human resource development in the country is the recent move for optimizing the use of existing training and educational resources of the NMYC and the Ministry of Education, Culture and Sports through the establishment of a vocational-technical (VOCTECH) network of training and educational institutions on a voluntary and cooperative basis. This was established under the provisions of E.O.No. 940. The rationale of this system is to see to it that the limited training resources will be pooled so as to provide a national network that will encourage productive skills training. Another step that reinforces human resource development in coordination with the MECS is the promulgation of E.O. No. 733, linking the formal and non-formal education training systems by expanding the accreditation and equivalency programs.

A provision for the handicapped to maintain earning capacity.

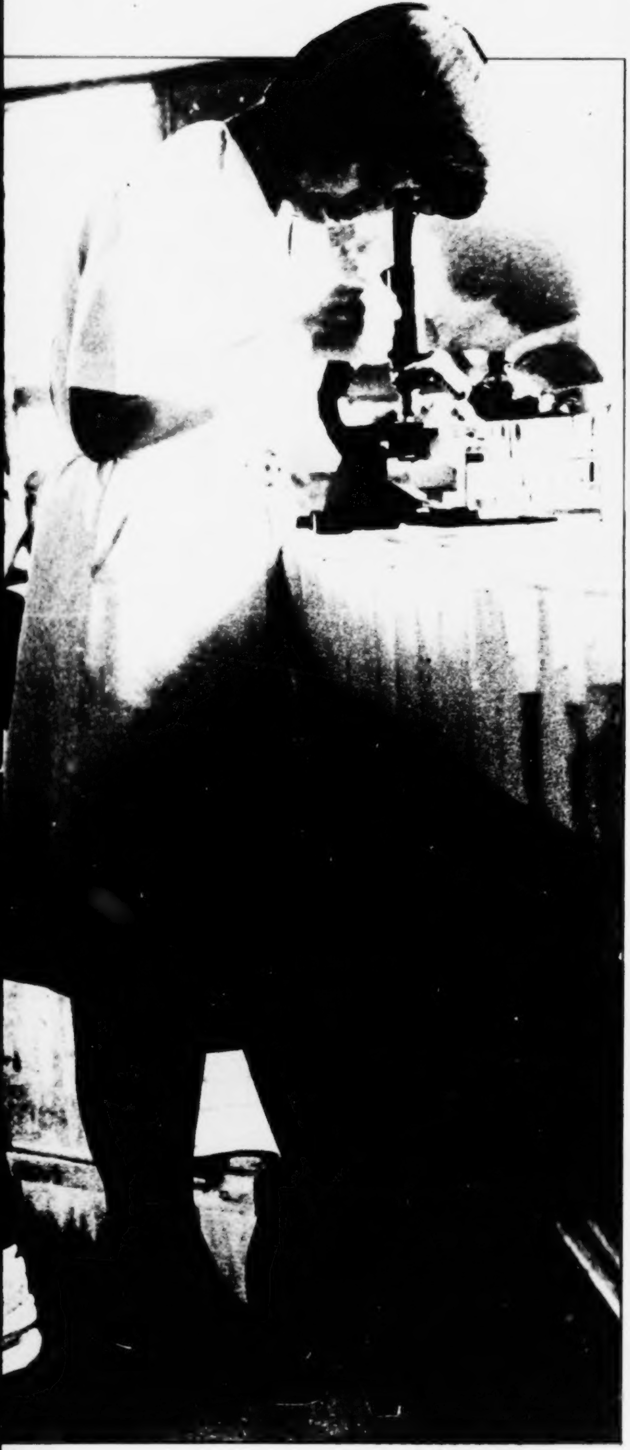
The creation of the position of Undersecretary for Non-formal Education, as embodied in P.D. No. 1139, was another measure supportive of manpower development. But with the enactment of the Education Act of 1982, the functions of that office were transferred to the Bureau of Continuing Education.

Other landmark legal enactments in the field of human resource development worthy of consideration are the following: P.D. No. 603, promulgating the Child and Youth Welfare Code; P.D. No. 1404, establishing a Maritime Training Center; LOI No. 101, implementing the Manila urban development project, the manpower skills training and job placement program; LOI No. 754, directing the creation of a Training Coordination Committee to review government training activities for purposes of posting greater efficiency, economy, and effectiveness; LOI No. 859, directing the review and rationalization of vocational/technical education and creating the Presidential Study Committee on Vocational and Technical Education; LOI No. 1169, creating a committee and designating an executive agency for the establishment and operation of the Asean Training Center for Advanced Machine Tools Technology; E.O. No. 939, directing the NMYC to implement the Sariling Sikap program using its existing resources; Proclamation No. 1849, declaring November as "International Human Resources Planning and Development Month"; Proclamation No. 2266, declaring March 13 to 19, 1983 and every same week thereafter as "Blue-Collar Workers Week"; and Proclamation No. 2316, declaring the month of September as "National Youth Month."

All the foregoing statutory enactments do not only outline and embody the policies on human resource development in the Philippines; they also give the force and effect of law in their implementation.

Part Two

HRD AND EDUCATION



Education in the Development of Human Resources

The human resources of a nation – not its capital nor its material resources – ultimately determine the character and pace of its economic and social development. In his book, *Human Resources as the Wealth of Nations,* Frederick H. Harbison says: "Human resources . . . constitute the ultimate basis for the wealth of nations. Capital and natural resources are passive factors of production; human beings are the active agents who accumulate capital, exploit natural resources, build social, economic and political organizations, and carry forward national development. Clearly, a country which is unable to develop the skills and knowledge of its people and to utilize them effectively in the national economy will be unable to develop anything else."

The principal institutional mechanism for developing human skills and knowledge is the educational system. In the Philippines, education has traditionally received a large share of public spending reaching to about a quarter of the national budget in the early 1970s. While its share of total government outlays has declined to about 12 percent in the last few years, education continues to be a major national concern. Even in the midst of serious economic setbacks, the commitment

The new grade school curriculum renews emphasis on the 3 'Rs.

to upgrading the country's educational system has not waned. In fact, during the critical period from late 1983 through much of 1984, major reforms were nonetheless implemented to improved the quality and efficiency of the system, broaden accessibility, and enhance the relevance of education and training.

Formal Education

The formal school system's total enrolment for schoolyear 1983-84 was placed at 13.4 million, representing a 3.4 percent increase over the previous year's total. Elementary education accounted for the greatest share at 8.8 million, followed by secondary (3.1 million) and tertiary (1.5 million).

Enrolment in the secondary and tertiary levels together showed a higher rate of increase (5.1 and 5.7 percent, respectively) which has been taken to mean as a widening of access to higher levels of education for more Filipinos.

As part of the Program for Decentralized Educational Development (PRODED), a new elementary curriculum which stresses basic skills and humanist values was introduced. Other efforts designed to achieve quality education were: the adoption of accreditation standards for engineering (implemented in SY 1984-85); the approval of 17 minimum standards for baccalaureate degree courses in agricultural education; and preparatory work for the full implementation of the Education Act of 1982, which provides for the setting up and maintenance of an integrated educational system.

The establishment of 20 new state universities and colleges in the different regions has also improved access to education at the secondary and tertiary levels. In addition, 3,716 education loan grants and 1,444 scholarships were extended to economically disadvantaged students.

Skills Training

As tangible responses to the country's economic difficulties, education and training were redirected towards immediately fulfilling the manpower requirements of the economy. Particular attention is given to the types of skilled manpower needed by agriculture and industry. With these in mind, manpower skills training programs graduated 186,222 trainees while on-the-job training programs covered 20,387 workers, apprentices and learners. To upgrade blue-collar competence, a total of 29,528 skilled workers were tested and certified in 1983.

In line with the government's goal of encouraging entrepreneurship in the countryside, about 95,000 persons were trained under the KKK, the national livelihood program. Some 9,000 extension workers and farmer leaders underwent training through the Philippine Training Centers for Rural Development. Additional provincial and city training centers were established and the mobile training program was stepped up as part of the effort to expand the coverage of agricultural and industrial skills training. Two specialized centers for skills upgrading in the electronics and footwear industries were set up.

Strategies and Policies

These activities indicate a close adherence to the broad strategies of improving educational quality and efficiency, equalizing access to educational opportunity, and reorienting education and training toward the actual manpower requirements for social and economic development.

As conceived in the updated Philippine Development Plan, the phased development of the three levels of education will continue on through 1987. The improvement of educational instruction at the elementary level will be accorded priority. The comprehensive review of secondary schools will be completed to serve as the basis for the formulation of a new Secondary Education Program. This will be followed by a similar program for tertiary education.

Also in the works is the implementation of the Technical and Vocational Education Project which represents the first phase of a longer-ranged development program on vocational education. Training and retraining of teachers and administrators will be conducted at all levels and in both public and private schools.

In the next few years, it is foreseen that the formal school system will be characterized by: first, a more realistic and effective implementation of the bilingual policy which allows for the flexible use of Filipino and English as the media of instruction; second, the full integration of vocational guidance and counselling into the educational process; third, the primacy of the welfare of school personnel and the improvement of their social status and professional quality to be undertaken within the framework of proper consultation; and, fourth, stronger support for viable educational experimentation and innovation.

Logistical Targets

Total capital investments for various infrastructure in support of education and training on through 1987 is expected to ultimately amount to ₱1.4 billion.

The greatest share of these investments will be directed toward the School Building Program which will seek to: first, build an average of 5,000 new classrooms yearly to accommodate the annual increase in student enrolment and maintain an average occupancy rate of 38 pupils per room; second, replace obsolete and dilapidated classrooms at the rate of 1.5 percent of the stock, or 3,500 rooms annually; third, repair partly damaged but still usable classrooms at the rate of about 5,000 rooms yearly; and, fourth, construct an average 350 multipurpose workshop buildings a year.

TABLE 9
MECS ESTIMATED TOTAL EXPENDITURE
FOR CY 1984 TO CY 1987 AND
TYPES OF EXPENDITURES
(In Million Pesos)*

CY	COE	MTF	CO	TOTAL	Percentage of Increment
1984	₱ 5,510	₱ 146.4	₱ 462.2	₱ 6,118	12
1985	6,226	164.3	522.3	6,913	13
1986	7,098	187.3	595.4	7,881	14
1987	8,376	221.0	702.6	9,300	18

**Figures are rounded off*

Other outlays will be used to maintain a textbook-pupil ratio of 1:2 in the elementary and secondary levels on through 1987. Teacher-pupil ratios will be increased from the current 1:31 in order to optimize the deployment of teachers.

Logistics for Major Projects

The updated development plan estimates that an additional ₱2.1 billion will be needed to implement five major education and training projects through 1987. This money will have to be sourced from loans and outlays from the national budget.

The five major projects are: the Elementary Education and Textbook II Project (PRODED); the Technical-Vocational Education Project; the Fisheries Training Project; the Vocational Training Project; and the Footwear and Leathergoods Project.

All in all, investments for the country's education and manpower requirements—covering the period 1984-87—will ultimately total ₱54.7 billion. The bulk of these investments will be allocated to elementary education (₱40.7 million, or 74.4 percent), followed by secondary education (₱9.3 billion, or 17 percent).

While foreign loans and grants will still be required to help offset some of the cost of education and manpower projects, such loans and grants will actually comprise about two percent of total investments, or roughly ₱1.094 billion. The national budget will be the main source of funds.

The Philippine Educational System in Perspective

ADMINISTRATION OF the Philippine education system and supervision and regulation of educational institutions are vested in the Ministry of Education, Culture and Sports (MECS).

Until 1982, the National Board of Education was also involved in the formulation of educational policies and plans. Batas Pambansa Blg. 232, otherwise known as the Education Act of 1982, however, abolished the NBE and transferred its functions to other MECS bodies and its appropriations, records and equipment to the office of the education minister.

The ministry consists of the OMECS, the Board of Higher Education, the Bureaus of Elementary Education, Secondary Education and Higher Education, the Bureau of Technical and Vocational Education (not yet fully operational), the Bureau of Continuing Education (formerly the Office of Non-formal Education), regional and field offices, the National Scholarship Center, and the cultural agencies. The Board of Higher Education, BTVE and BOE were established by the Education Act of 1982.

Practical arts not only impart useful skills but also inculcate a positive work ethic.

In the previous reorganization of the ministry (following the recommendations of the Presidential Commission to Survey Philippine Education), the three old bureaus based on the types of schools they regulated were replaced by bureaus whose respective jurisdictions were delineated on the basis of levels of education–elementary, secondary and tertiary. Other MECS agencies include offices for planning, administration, finance, management and information.

Structure of the Formal Education System

The educational system in the Philippines comprises six to seven years of elementary education beginning at age seven; four years of secondary education; one to three years of post-secondary, non-degree education, usually with agriculture, technical or commercial curricula; degree courses of four to five years; and post-graduate education (masteral and doctoral).

Elementary Education

Elementary education, being free and compulsory, appeared for many years to be the only education available to a large part of the population.

This first stage of formal education is primarily concerned with providing basic education, literacy and fundamental mathematical skills. Since the 1976 Survey of Outcomes of Elementary Education, however, several steps have been taken to improve the effectiveness and efficiency of the elementary education system by addressing such problems as the inadequate supply of textbooks, low-performance standards, and considerable regional variation in equity and attainment of education goals.

The general program for reforming elementary education is contained in the new elementary curriculum launched nationwide in 1983 under the Program for Decentralized Educational Development (PRODED). The new curriculum calls for a return to the Three R's in order to achieve a solid foundation for the higher stages of learning. In the next three years, this will be strengthened further through the adoption of improved teaching strategies, techniques and methodologies, as well as the distribution of instructional materials relevant to the new curriculum. In addition, a systematic monitoring and evaluation of the elementary education system will be set into motion and institutionalized.

Elementary education is administered and supervised by the Bureau of Elementary Education.

Secondary Education

The general functions of secondary education are the continuation of general education began in elementary schools and the preparation for vocational or college education. Secondary education is offered in general secondary schools and vocational secondary schools.

The 1970 PCSPE recommended, among others, that curricula in both general and vocational secondary schools be synthesized into a single program of study which would include compulsory courses in practical subjects, such as industrial arts, homemaking, and agriculture. However, implementation proceeded slowly due to the lack of vocational facilities and specialist teachers.

On the other hand, the 1980 report of the Presidential Study Committee on Vocational Technical Education recommended the elimination of practical subjects from the secondary school curriculum.

To finally resolve these conflicting recommendations, a comprehensive review of the secondary school system—called the Secondary Education Sector Study (SESS)—is expected soon to provide clear directions toward upgrading the quality of secondary education in the country. When completed, the SESS will provide the basis for the formulation of a new Secondary Education Program which will be put into operation by 1989, in time for the entry of PRODED graduates into the secondary level.

TABLE 10
PROJECTED SCHOOL GOING-AGE POPULATION (7-12 YEARS OLD)
BY REGION

REGION	1984	1985	1986	1987
NCR	946,637	1,010,113	1,071,224	1,124,714
I	539,493	537,053	535,091	533,579
II	360,025	358,320	357,722	357,890
III	797,777	793,836	793,756	795,552
IV	842,258	822,714	808,015	796,139
V	574,833	560,728	548,767	538,891
VI	750,796	744,764	743,777	744,314
VII	593,609	591,116	589,093	587,052
VIII	462,541	451,932	443,174	435,886
IX	382,176	385,630	389,402	393,499
X	448,677	445,634	444,607	444,504
XI	550,575	550,172	552,304	555,481
XII	383,688	386,764	390,605	395,262
TOTAL	7,633,085	7,638,766	7,667,537	7,702,763

Source: Research and Statistics Division, Statistical Bulletin, 1980

With the heightened emphasis on vocational and technical education, a number of barangay (village) high schools are being developed into pilot industrial training centers for students, out-of-school youths and adults.

Formulation and development of programs and educational standards for secondary education are the functions of the Bureau of Secondary Education.

Higher Education

Students are admitted into the tertiary level of education after completing 10 years of primary and secondary education. This is two years less than the requirement in most countries so that although the participation rate in higher education in the Philippines is high (21 percent in 1980), the figure is not wholly comparable with those of other countries.

Since the mid-1970s, students seeking admission into college courses are required to pass the National College Entrance Examination, the passing mark for which is the national cut-off point of 45 percentile at present.

The objectives of tertiary education are: first, to provide a general education program that will promote national identity, cultural consciousness, moral integrity and spiritual vigor; second, to train the nation's manpower with skills required for national development; third, to develop the professions which will provide leadership for the nation; and fourth, to advance knowledge through research work and apply new knowledge for improving the quality of human life and responding effectively to changing societal needs and conditions.

Vocational/Technical Post-Secondary Education

National development leans heavily on the productive capacities and skills of the country's labor force. Vocational and technical education is designed to provide the skilled workers and technicians required by the economy.

Vocational/technical post-secondary education is offered in public vocational/technical institutions, generally called Schools of Arts and Trades (SATS), and in private technical institutions.

Two-year programs offer craft courses in such subjects as auto mechanics, general mechanics, building construction, electricity, electronics, foundry work, woodwork, textiles, food processing and cosmetology. Three-year courses are aimed at producing technicians in fields of study similar to those already mentioned. Four-year courses award bachelor of science degrees in Industrial Technology or Industrial Education–the latter, for teachers in elementary and secondary schools.

Public Vocational/Technical Institutions

According to the FAPE (Fund for Assistance to Private Education) Review of July 1980, there has been a considerable increase in the number of institutions that offer formal vocational/technical education programs during the 1969-79 period. The number of public non-chartered vocational schools increased from 124 to 230. The total number of vocational/technical graduates rose from 62,175 in 1969-70 to 129,817 in 1978-79.

In terms of programs, the fisheries education program in public vocational schools registered a very high growth rate of 240.8 percent in the number of graduates during the 10-year period. Agricultural education graduates increased in number by 148.2 percent while those in trade-technician programs increased by 90.8 percent.

In the past, the administration of all public vocational schools was the responsibility of the now-defunct Bureau of Vocational Education, created in 1963 under Republic Act No. 3742. In accordance with the government reorganization stipulated in Presidential Decree No. 1, the BVE was abolished in 1972. Ten years later, Batas Pambansa Blg. 232 ordered the creation of the Bureau of Technical and Vocational Education. In the meantime, regulation of these schools was carried out by the Bureau of Higher Learning. The main task of the BTVE, which is currently being organized, is to prepare individuals for entrance to and advancement in skilled, middle-level technician and technical positions in industry, agriculture, fisheries and related service occupations.

Private Technical Schools

Private technical schools which offer vocational/technical trade post-secondary education are found nationwide and number 212. These are supervised by the Bureau of Higher Education directly under the private collegiate and technical schools division. Private vocational schools are also organized under the Philippine Association of Private Technical Institutions.

Students enrolled in these schools are high school graduates in either the general academic or vocational curriculum. They need not pass the NCEE. Terms of course vary from one, two and three years. Graduates of three-year courses are potential supervisors, foremen and trainors.

Non-Formal Education

Non-formal education and training complements formal education and is geared toward meeting the need for skills training and functional literacy, numeracy and citizenship training of those who have not been able to pass through the formal education system.

Non-formal education is provided by a number of government agencies, including the Ministry of Labor and Employment (through its apprenticeship scheme), the ministries of social services and development, trade and industry, agriculture and food, and the National Manpower and Youth Council. The non-formal education programs of these agencies cover office training, handicraft, agriculture and other short-term courses.

On a national scale, the Office of Non-Formal Education was created in 1977 under the MECS. By virtue of the Education Act of 1982, this office was transformed into the Bureau of Continuing Education which takes charge of programs of the MECS in such areas as functional literacy, basic vocational-technical skills training, civic citizenship education, socio-cultural development, sports and physical fitness development, leadership training, and general education through media campaigns like Lingap ng Pangulo sa Barangay and the Continuing Learning Delivery System.

Charting Enrolment Growth

THE ATTAINMENT of the objectives and targets set for the period 1978-82 set the prospectus for major reforms and improvements in the educational system in the ensuing years. As a result, the system has had to keep pace and respond to the annual growth in enrolment as well as the demand for new classrooms, school facilities and textbooks. Efforts have also been intensified to further improve the system by acquiring techniques to better impart literacy and numeracy skills by upgrading the professional capabilities of teachers, by the introduction of curricular reforms and through other innovative thrusts. However, the most pressing concern has to do with the magnitude and growth of the educational system.

Primary Education

The estimated grade school-going age (7-12) population of 7.6 million in 1981 is projected to reach 8.9 million in 1987 or an increase of 1.3 million. The increment represents an annual average increase of 2.1 percent in a span of six years. The growth appears gradual as a possible effect of the intensified population education.

Of the 7.6 million school-going age population in 1981, Region IV had the highest number of .877 million. National Capital Region (NCR) registered the second highest with .814 million; Region III followed with .805 million. The lowest number of population was registered in Region II with only .361 million; Region IX followed with .379 million; while Region XII accounted the third lowest number of school-going age population of .389 million. As projected, the gradual increase in the number of school-going age population for these Regions will be experienced on through 1987.

Enrolment in technical courses has been on the rise.

The significant inflows of school children into the formal system is projected to prevail on through 1987. On a regional basis, the incremental trend indicates that the NCR will register by 1987 the biggest enrolment with 1.2 million. Regions IV and III follow with .93 million and .91 million, respectively. On the other hand, Region II will post the smallest number of enrolment with .4 million; Region XII follows with .43 million. With this as a gauge, efforts have to be intensified to increase the human and nonhuman resources in education in order to cope with the demands as a result of the projected increase in school population.

TABLE 11

GOVERNMENT AND PRIVATE ELEMENTARY ENROLMENT BY REGION

REGION	1979-1980	1980-1981	1981-1982	1982-1983	1983-1984	1984-1985	1985-1986	1986-1987	1987-1988
NCR	884145	916420	947111	985233	1026231	1078880	1148056	1218429	1282402
I	617342	619910	626286	626747	628639	627635	628992	629284	629422
II	397557	409522	416781	420726	419444	415867	412383	408969	405161
III	838780	864322	890053	908001	912551	912865	913866	913939	914012
IV	1031400	1036277	1039248	1032889	1016745	989104	970550	953195	936582
V	702611	717353	732269	738108	733699	713245	694186	676824	659558
VI	820319	837470	854777	865462	865709	857197	848930	840741	833448
VII	626755	648476	667363	678072	681420	681322	6810899	681361	681353
VIII	503800	519398	531227	538712	539017	533438	527749	521582	515642
IX	418538	428693	439294	445186	447476	446601	452126	458909	465868
X	478383	493630	506861	514385	514117	512169	507940	502835	500603
XI	612434	63351	652130	660370	667553	665262	664399	663218	663290
XII	429816	442606	448121	446612	440758	434358	433131	435243	438920
TOTAL	8361880	7,997,428	8,751,491	8880503	8,893,359	8867943	8883398	8904529	8926239

Source: Research and Statistics Division, Statistical Report.

In 1979-80, the number of elementary schools was 31,484. Of these 30,311 or 96.24 percent were public elementary schools while the remaining 1,183 or 3.76 percent, were private elementary schools. Region IV recorded the highest number of elementary schools with 3,790. Region VIII ranked second with 3,116 and Region VI third with 3,075. The accelerating trend of enrolment in the elementary school population demands an increase in the number of schools.

The registered number of public elementary grade teachers for SY 1979-1980 was 266,900. The MECS plans to employ more elementary teachers, although the prevailing policy is to maximize the utilization of its existing corps of teachers. Additional teachers will be considered on a case-to-case basis depending on the urgency of need.

Secondary Education

The secondary school-going age population has also been increasing annually. In 1980, secondary school-going age (13-16) population was 4.83 million. This number has been growing at an annual average rate of .45 percent. By 1987, the secondary school-going age population is estimated to reach 4.99 million.

The projected increment in the secondary school-going age population, in effect, would contribute in the increase of enrolment in the secondary level. Secondary school enrolment in 1983 was estimated at 3.15 million. This number is expected to increase by .945 million or an estimated total of 4 million enrolment in 1987.

Private secondary schools will continue to accommodate 56 percent of secondary school students, with 44 percent to remain in the public sector. The accelerating trend in enrolment will be attributed to the bigger number of pupils completing elementary as a result of institutional improvements and greater access to educational opportunities.

In 1980, there were 5,149 secondary schools which included public general high schools, comprehensive high schools, vocational trade, agricultural and fishery schools, craftsmen or cottage or home industry schools, science high schools, schools for the deaf and blind, barangay (village) high schools, and private academic high schools. This number has been growing by 2.5 percent yearly. About 60.4 percent of all secondary schools are supported by the government while 39.6 percent are privately funded.

Higher Education

Enrolment in higher education registered an increase of .053 million, from 1.12 million in SY 1978-79 to 1.18 million in SY 1979-80. This is expected to reach 1.65 million by SY 1987-88. The technical/vocational courses will account for .289 million, while 1.35 million will be enrolled in the degree courses.

From the 1.18 million reported in SY 1979-80, enrolment has been rising by 4.2 percent yearly. Projections until 1987 indicate that commerce and business administration courses will continue to have the biggest enrolment, followed by engineering and technology. Chemistry is expected to post the lowest enrolment in the degree courses. Teacher education is expected to gradually register an annual average increment of 4.7 percent.

Problems and Strategies in Formal Education

WHILE UNDERTAKING significant steps in meeting its objectives, the formal school system in the Philippines is beset by problems brought about by the growing complexity of providing quality and relevant education in support of national development.

The problems and issues which continue to plague the system are two-sided: one affects the quality of education which is a problem of quality output; the other, affecting the quantity of educational inputs. In very general terms, the problem has to do with a constantly growing school population outpacing the availability of educational inputs. This article will attempt to present particular issues with the corresponding response taken on both the overall and sectoral levels.

Overall Issues and Stragegies

Issue No. I – School population at all levels outpacing the availability of educational inputs

Despite the limited inputs and resource availability due to financial and economic constraints, the formal education sector must nonetheless yield the desired results in terms of quality and relevant education. At all levels, but particularly in public elementary and secondary schools, the lack of inputs such as classrooms, teachers, textbooks, equipment, etc. is severely felt. In areas where such inputs are sufficiently available, the question of quality arises. This situation persists despite increased government expenditures for education.

Strategic Response. The Ministry of Education, Culture and Sports has embarked on the following in an attempt to ease the situation:

First, the Education Reorientation Program, which aims to upgrade the teaching and management capabilities of teachers, trained in 1983 a total of 22,064 teachers, 134 regional trainors, 678 supervisors and superintendents, and 8,978 principals and head teachers.

Second, 13 Regional Educational Learning Centers were established to serve as venues for regional training and the development of instructional materials appropriate to their region.

Third, in 1983 the Textbook Development Program developed 132 new titles. A cumulative total of 44.4 million textbooks and instructional materials have been printed todate. The textbook-to-pupil ratio has been maintained at 1:2.

Fourth, the School Building Program has constructed an estimated 3,800 new classrooms, while repairs have been made on 537 school buildings.

Fifth, 20 new state colleges and universities have been set up in different regions of the country.

Issue II – Upgrading the management and administrative efficiency of the formal school system

Quality and relevant education is largely influenced by the management and administrative efficiency of the whole education sector, institutional support systems, and systems and procedures internal to the organization. Indications are the formal education system experiences certain inadequacies along these lines.

Strategic Response. The various measures which have been adopted to address this issue are:

First, full operationalization of the Education Act of 1982 which provides for the creation of the Board of Higher Education, the Bureau of Technical Vocational Education and the Bureau of Continuing Education.

Second, in each state college and university, governing boards will be strengthened and common boards along specific areas will be established to improve the quality of representation of these boards.

Third, the administrative machinery of the MECS will be streamlined in both central and regional offices to ensure its continued flexibility.

Fourth, the MECS now operates in close coordination with private and public agencies towards improving the quality and relevance of education. Such collaborative efforts aim to produce the desired manpower with the skills, knowledge and attitudes needed for productive employment. Through this collaboration, the educational sector is being reoriented to make it fully supportive of the country's Balanced Agro-Industrial Development Strategy. Likewise, the MECS is an active partner in the Vocational-Technical Network.

Fifth, the statistical base of the educational planning system will be utilized to facilitate information storage and retrieval.

Sixth, curriculum development is undergoing continuous refinement, reinforcement and strengthening with the help of various programs and activities. For instance, learning units are being revised and new ones developed to meet changing demands. Learning units have been prepared in agrarian reform, credit consciousness, proper water utilization, ecology and population education.

Issue III – Regional disposition of educational opportunities

Basic educational services and educational opportunities are sorely lacking in Southern and Central Mindanao, Ilocos and the Visayan regions. Performance tends to be low among these regions due to the inadequate share of development funds for classrooms, facilities and equipment alloted to them.

Strategic Response: The lagging regions will be given priority in resource allocation. However, outlays for the National Capital Region, Cagayan Valley, Central Luzon, Southern Tagalog, Bicol, Western and Northern Mindanao will be maintained.

Issue IV – Equalizing education opportunities

The inordinate inflow of students to a few urban centers in which are located most educational institutions, particularly Metro Manila, is a problem that is institutional in nature. Centers for higher education, in particular, have been concentrated in the cities. The high cost of education is another dimension of this problem.

The growth of the student population is fast outpacing the availability of educational inputs.

Strategic Response: In order to widen access to educational opportunities at higher levels of education, 20 new state colleges and universities were established in 1983 with 1,187 additional courses. Economically disadvantaged students availed of 3,716 educational loan grants. Greater access was also made possible through the assistance given to Islamic schools, or *madrasah*.

Issue V – Supporting the belt-tightening program of the government

Despite limited resources the formal education sector is nonetheless expected to deliver quality service.

Strategic Response: The MECS has instituted a number of cost-cutting measures and also adopted policies to help teachers and educational institutions cope with the economic crisis, such as:

First, a temporary moratorium has been proposed on the conversion of barangay high schools into national high schools and of public secondary schools into colleges and universities.

Second, the adoption of a more realistic tuition fee policy which gives due consideration to the financial viability of private schools.

Third, identifying potential revenue resources for education in order to ease the economic difficulties of education personnel.

HUMAN RESOURCES DEVELOPMENT RELATED SERVICES

- Professional Education Programs (in plant and public)
  - NMYC-WB Subsidized Supervisory Development Courses
    - Supervisory Skills Development
    - Productivity Improvement for Supervisors
    - Cost Reduction for Supervisors
  - Accounting, Auditing and Finance Courses
    - Operations Auditing
    - Internal Auditing
    - Financial Planning
    - Writing Effective Audit Reports
    - Work Simplification for Accountants
    - Audit Planning and Program Development
  - Industrial Engineering-Oriented Courses
    - Productivity Improvement for Manufacturing Companies
    - Cost Reduction Techniques and Innovations
    - MODAPTS (Modular Arrangement of Predetermined Time Standards)
    - Productivity Audit
- Personnel Management Consultancy Services
  - HRD Systems and Procedures Improvement
  - Job Evaluation
  - Compensation and Fringe Benefits Surveys
  - Development of Compensation Plans
  - Establishment of Labor Standards
- Executive Search Services
  - General Management
  - Financial Management
  - Marketing/Sales Management
  - Production Management
  - Personnel Management
  - Materials Management

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Plans are in the offing towards the restructuring of the Special Education Fund, Salary Adjustment Fund and the education lottery scheme.

Fourth, teachers will be allowed to engage in income-generating activities.

Fifth, state colleges and universities will be given fiscal autonomy in the use of internally generated resources.

Sectoral Strategies

Elementary education – The adoption of the new curriculum known as Program for Decentralized Educational Development will be continually pursued. PRODED aims to reduce regional disparities in educational quality and increase educational opportunities available to children by improving student participation and achievement with particular emphasis on regions with low-performance ratings.

Secondary education – A responsive education program will be operationalized in time for the entry of PRODED graduates in 1989. Intervention will be done along curriculum development, staff development, provision of instructional materials, conduct of research and special studies, and revision of procedures and systems. By 1989 a new secondary school curriculum will be launched. Barangay high schools will continue to be upgraded into community learning centers.

Technical education – Regional technical institutes will be established and curriculum changes effected. Programs are to be designed in response to the needs of industry. Curriculum emphasis: the work ethic, workers' rights and responsibilities, and desirable attitudes towards entrepreneurship. The operationalization of the Bureau of Technical and Vocational Education is expected to upgrade the quality of technical education.

Tertiary education – The democratization of access to the educational system while maintaining standards of quality will be undertaken. The national accreditation system, encompassing all levels, will be continuously encouraged. Other sectors will be allowed to design their own individual financial schemes for their development. In addition, the policy of progressive deregulation for quality schools will be adopted. Priority will be given to courses in agriculture, engineering and technology.

A Monitor of the Vocational/Technical Complex

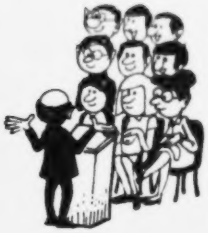
WHILE THE Philippines pins much of its hopes on vocational and technical education for upgrading the skills and, therefore, raising the "employability" of its large labor force, the system of vocational and technical education is presently beset with serious problems and inadequacies.

The following evaluates that system in three major areas: curricula and programs; teachers and teacher training; and facilities for instruction and accommodation. The importance of this and other objective assessments of vocational and technical education in the country should be apparent to policymakers. Any plans to upgrade manpower skills must consider the quality of schools tasked with imparting such skills.

Curricula and Programs

Public vocational-technical schools offer curricular programs such as secondary, technical, teacher education and opportunity short-unit courses. There are also some state institutions that offer skills and technical training as well as vocational education programs.

Most private vocational schools offer short-unit opportunity courses (six months) and special courses ranging from one year to two years. The engineering colleges offer two-year post-secondary programs leading to associate degrees in specific areas of engineering and architecture.



The main features of the curricula for the various courses in the private vocational schools are the following:

First, the absence of language, social science and science subjects in the three-to-six month, one-year and two-year technical courses. Despite the requirements of high school graduation for admission in the last mentioned course and completion of the first two years of high school for admission into the one-year technical course, industrial firms have noted the lack of communication skills as a hindrance to greater absorption of the graduates of these courses into employment.

Second, the absence of any revision in the curricula of these courses except in the four-year technical secondary curriculum. A revision effected by the Don Bosco fathers reduced the time allotment for all the subject groupings except Mathematics, which was increased.

Third, the formulation and development of school curricula were handled by school heads, teachers, and supervisors in that order of involvement. Most of the curricula now offered were formulated by the Philippine Association of Private Technical Institutions.

Fourth, the absence of strong indications that representatives from industry took part in the formulation of the curricula.

The apprenticeship program and the manpower training schemes are usually short-unit courses. The apprenticeship time, however, usually stretches to two or five years depending on the type of training being undertaken. Training schedules require a minimum of 2,000 hours on-the-job training and 100 hours of related and supplemental instruction.

Vocational courses in specific occupational industrial areas have been offered whether or not there is need for them in the service area of the school. A great majority of the courses offered in the vocational schools are "suggested" by the General Office of the former Bureau of Vocational Education. Attempts were also made to relate vocational courses to the needs of the localities. Moreover, there seems to be a very limited number of courses offered to meet the varying needs of the industrial sectors. There is a predominance of service courses rather than of production courses.

No vocational-technical course has been specifically designed to meet the manpower needs of the manufacturing, infrastructure, construction, communication and transportation, mining and quarrying industries.

The curricula are loaded with irrelevant courses that weigh down effective and functional instruction. Regardless of the specific vocational courses taken, students are required to complete the same set of academic-related or professional courses. This curricular structure is not in keeping with dynamic and progressive programs of vocational-technical education. At best, the programs of vocational studies are good only at the skilled worker's level.

Instructional facilities in many technical schools are substandard.

An analysis of the vocational secondary curriculum shows that the program of study consists of farm or fishery work, on one hand, and a set of academic courses in language (English and Pilipino), social studies, mathematics and sciences, on the other. There are no courses in the study of occupations, Philippine industries, agricultural-fishery resources and industrial products. Except for the longer periods in the practicum (shop, farm and fishery) areas, the curriculum is not different from the 2-2 secondary curriculum.

The technical education curriculum (post-secondary) is similarly structured. It consists of two major areas, namely: shopwork and academic courses. All the academic courses are so designed that they follow the same outlines as those in the regular courses for degree programs. No courses of a "real" technical nature are offered to broaden the outlook of the future "technical" worker. The program is just skills training at a post-secondary level.

Likewise, the two-year associate degree courses in the colleges of engineering and architecture, which are sometimes dubbed as "technicians' courses," are actually the first two years of the engineering degree courses. They do not contain the essence and substance of a technician program.

The vocational scheme of the 2-2 plan of general secondary schools is not really a vocational education program. It is a program of practical arts of a more intensive type; that is, the time element has been lengthened only by an additional period of 40 minutes.

Teachers and Teacher Training

Teacher training for vocational teachers is offered in 15 state colleges and universities and in quite a number of private institutions.

Except at the U.P. College of Agriculture, the curricula offered in teacher training institutions run for a period of four years and lead to a bachelor of science degree with appropriate major fields of specialization in a trade occupation, agriculture, fishery or homemaking.

Students who complete the industrial education degree usually find teaching assignments in general secondary schools, trade-technical schools and other vocational institutions.

Aside from the training programs of teachers for craftsmen and technicians, the industrial teacher training institutions also provide pre-service education for those who will teach industrial arts in the elementary schools and practical arts program in the general secondary schools. The program runs for four years and leads to a bachelor's degree in industrial arts.

Those who complete the four-year agricultural education degree usually find employment in general secondary schools and agricultural schools. Most garden teachers in the elementary schools complete the degree in elementary agriculture. Teachers of the higher form of agricultural education programs are mostly trained at U.P. Los Baños. They usually undergo extended training on research in special fields of agriculture.

Entrance to these teacher education courses requires the completion of secondary education. Candidates for the training program must also have the aptitude and interest in the major area of specialization. Most government schools require applicants to qualify in an entrance examination.

The teachers of fishery schools obtain their pre-service education at the U.P. College of Fisheries.

Teachers of academic courses are drawn from applicants who possess BSE degrees with appropriate major fields of study. In addition to these basic requirements, teachers must have at least 18 units of professional education courses in vocational education to entitle them to permanent appointment. They are also required to pass an appropriate teacher's examination given by the CSC.

The pre-service education of vocational teachers has been adversely affected by the proliferation of teacher education schools. A very insignificant percentage of teacher-educators hold graduate degrees. The very few qualified teacher-educators are spread widely in the teacher training institutions, a situation seriously aggravated by the inadequacy of instructional facilities. No special facilities for training teachers are available in any of the teacher training institutions. And the absence of "on-the-job" training programs in industry, agriculture or fishery of students preparing to teach has rendered pre-service education of vocational teachers insufficient and very weak. No wonder, then, that many teachers can hardly cope with the basic minimum essentials of teaching.

In addition, there is an urgent need to organize adequate and effective programs for training teachers or technicians. There is a conspicuous absence of teachers in technician courses.

The effectiveness of our programs for human resource development must stem from the abilities and competence of teacher-educators, teachers of technicians and skilled workers, and administrators. The teacher-training institutions need a strong faculty to train vocational teachers. It is obvious there is an urgent need for improving the educational qualifications and competence of teacher-educators. A continuous upgrading of teacher-educators and the training of new ones are an essential facet of an effective program of teacher-education. The government, however, does not provide any funds for institutions with the specific function and responsibility of training competent and qualified teachers for the various areas of vocational education. The inadequacy of training facilities in these schools has resulted in low standards of training.

Facilities for Instruction and Accommodation

Instructional facilities and accommodation of all vocational-technical schools are substandard. The limited instructional facilities supplied through international aid programs are now either obsolete or not in working condition.

Trade technical schools receive obsolete and unrepairable commodities from Japan. Fishing schools have been allocated net-making equipment which cannot be operated, along with bamboo-splitting machines which do not function due to missing parts; and fishing boats for training are still in the dockyards. By and large, the facilities are grossly inadequate.

Accommodation facilities are not adequate either. Many shops are overcrowded with students; laboratories do not have even the barest minimum of laboratory apparatus. Training in manipulative proficiency and technical competence cannot take place in bare shops and laboratories. This particular aspect of vocational and technical education seems to be a major weakness of the program. Students have to work with machines, tools and equipment if they are expected to be efficient technical workers. Skilled workers and technicians must have adequate instruction in applied science if they are to upgrade performance in industry.

Cross-Currents in Philippine Education

BY FLORENCE TAYZON

SINCE 1970 when the Presidential Commission to Survey Philippine Education (PCSPE) undertook a comprehensive assessment of the educational system, significant gains have been made in moving closer to the attainment of the objectives of the educational system, particularly in the area of providing wider access to education and training.

Total enrolment grew at an average annual rate of 3.02 percent from 9.3 million in 1970-71 to 13.7 million in 1983-84. Elementary enrolment constituted the bulk of total enrolment, although this has been declining through time. Secondary and tertiary enrolment shares have been increasing, reflecting the heightened social demand for higher levels of education. Parents have become increasingly convinced that their children must pursue higher levels of education in order to improve their chances of obtaining better employment.

Government expenditures on education increased in absolute levels during the same period to match the expansion in enrolment. From ₱1.1 billion in 1970-71, public education expenditures reached about ₱7.0 billion in 1983-84. Education's share to total government expenditures however, has declined from 25 percent of the total budget in the early '70s to about 12 percent in the '80s as other economic and social development projects such as housing gained increasing importance. About 86 to 98 percent of the total education expenditures were concentrated on current operating items of which teachers' salaries constituted the major portion. Capital outlays for school buildings were funded by the Ministry of Public Works and Highways (MPWH).

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Teacher, classroom and textbook inputs were increased. In the late '70s, depressed and lagging regions received a heavy infusion of investment resources to enable them to catch up with the more advanced regions. The concern for balanced regional development was further enhanced with the implementation of the Program for Decentralized Educational Development (PRODED) in 1981 which sought to correct inter-regional disparities in education development.

PRODED also seeks to improve the quality and efficiency of elementary education which was found to have deteriorated by the Survey of Outcomes in Elementary Education conducted in 1976. The new elementary education curriculum was introduced in 1983. It focuses on the basic skills of reading, writing and arithmetic as well as on the development of values of nationhood.

To carry on the improvements began by PRODED at the elementary level, a secondary education program is being prepared and its implementation is timed to coincide with the graduation of the first batch of PRODED beneficiaries in 1988-89.

Meanwhile, some shifts in enrolment have been observed indicating a slow and calculated response of labor supply to the demands of the labor market. More and more students are taking science and technology, engineering and computer courses instead of the humanities and liberal arts. Increases have similarly been observed in post-secondary vocational-technical enrolment as well as in short-term skills training.

Given this improving landscape, what continues to ail the educational system?

No. 1 – Financing

Sometime after the opening of the first semester in 1984, newspaper headlines

Skills training must correspond to the actual needs of the labor market.

bannered the takeover of the University of the East, the country's largest private school, by a group espousing the Maharishi Technology of the Unified Field. The U.E., as reported, has gone bankrupt and only the infusion of much-needed funds regardless of source was needed to save it from closing down.

The case of U.E. mirrors the plight of most private tertiary schools in the country today. Private schools are presently confronted with serious financial difficulties which, unless solved, could lead to bankruptcy and closure even of the largest institutions. These are primarily attributed to the decline in enrolment and the spiralling increases in operational costs as a result of the economic crisis and the regulation of student fees as provided for in Republic Act No. 6139 as amended by Presidential Decree 451.

Private schools derive the bulk of their revenues from tuition fees. A 1977 Fund for Assistance to Private Education study reported that 92 percent of school revenues were sourced from tuition while a meager 5.6 percent came from the operation of school-related auxiliary enterprises, i.e., canteen, bookshop, etc. Donations, grants, borrowings from financial institutions and government assistance were nil. This 1977 financial profile is assumed to have been maintained up to 1984 since no major policy has been formulated to change the structure.

On the other hand, PD 451 imposes a 15-percent ceiling on allowable increases in student fees per year. It requires that 60 percent of any increase in tuition fees be used for salary adjustments and benefits of education personnel. The remaining 40 percent is to be used for institutional development, student assistance and extension services and return-on-investments, with such return not to exceed 12 percent of the incremental proceeds.

The Ministry of Education, Culture and Sports (MECS) issued rules and regulations implementing PD 451 which allowed cost of living allowances, 13th-month pay and other employee benefits to be charged against the 60 percent portion of the tuition fee increases. In particular, the allowances and benefits mandated through the various Wage Orders issued over the years were allowed to be charged to that portion.

The Supreme Court reversed the MECS interpretation and ruled in several cases, notably the University of the East (1982), the University of Pangasinan (1984) and the St. Louis University (1984), that only basic pay may be charged to the 60 percent portion and that all other allowances and benefits, including those required under the various wage orders, must be charged to the remaining 40 percent. These universities are, therefore, being required to pay the difference between the 60 percent and actual basic pay increases even if the entire 60 percent had been used for employee allowances and benefits in compliance with the Wage Orders. The Supreme Court ruling calls for the payment of deficiencies estimated at ₱56 million in the case of U.E. Considering that private schools account for 85 percent of total tertiary enrolment unless the situation is remedied, private schools will be driven to bankruptcy, thereby shifting the burden of higher education to the public schools system.

To ensure the continued viability of private schools the following measures are proposed:

First, amend PD 451 by eliminating the 15-percent ceiling on tuition fee increases and the allocation of tuition proceeds

Second, establish a Private Educational Loan Fund to provide "bridge financing" to distressed private schools to be constituted out of the receipts from real estate taxes of private schools;

Third, adopt and implement nationwide the service contract scheme which allows government to contract private schools to absorb excess public school enrolment at the same cost of tuition in that private school, rather than establish new schools which entail much larger budgetary outlays; this will generate substantial savings for the government while enhancing the viability of private schools through increased enrolment;

Fourth, declare a moratorium in the creation of additional state colleges and universities; savings generated may be put to better use in the much-needed subsidy of the ailing private school system; and

Fifth, study the possibility of instituting an education insurance program.

Private schools share the view that these measures are good, if implemented. Still, these will not be enough to bail out the many schools in the red.

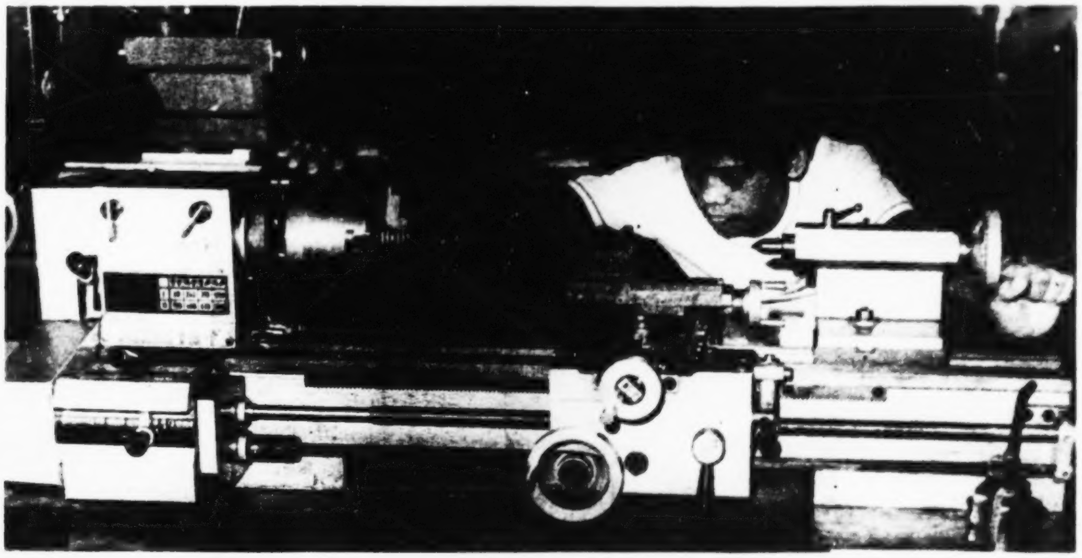
No. 2 – Low quality of education/inequality of content

Equality of content deals with the educational processes and systems utilized in the formal schooling of students after their entry into a given educational level. Equality of content argues that those students who have gained entry should be provided with the necessary support and conditions to the extent that those endowed with similar abilities would be afforded equal chances to learn and maximally develop themselves as individuals and as members of society (*FAPE Review*, January 1979). Equality of content does not imply "absolute equality" of educational inputs. Rather, it means a proportional balancing of inputs to ensure that individuals with similar abilities may be given equal chances of educational achievement, regardless of the type and location of school attended. Equality of content deals with issues regarding disparities in educational standards between public and private schools, among public schools, and colleges and universities, among private foundations, proprietary and sectarian schools, and among barrio, central, and national schools. It touches on the differential quantity and quality of school inputs: teachers, administrators, textbooks, classrooms, school equipment, laboratories, libraries, etc.

No. 3 – Matching educational supply and demand

One of the major reasons for unemployment and underemployment is the lack of correspondence between the content of education and the needs of the labor market. In this era of high technology, education and training cannot keep abreast with the manpower requirements of the economy. For instance, before the system can produce enough graduates of a certain skill, the demand for such skill has already dwindled. Such was the case in the nursing profession.

A number of solutions have already been proposed to meet the problem. Among these are: the introduction of formal study programs with work experience; better placement services and more intensive career guidance; strengthening of the labor market information system to apprise students as to what type of skills are needed by the labor market and where and when these skills are required; and closer tie-ups between schools and industries. Nevertheless, much remains to be desired in the operationalization of these proposals.



Apprising students of work skills required in the labor market.

No. 4–Manpower export: Temporary or permanent?

Corollary to the issue of matching is the nagging question on the government's policy with regard to manpower export. Originally, this strategy was thought to be only temporary, a stop-gap measure to alleviate the present unemployment situation. But at this point in time, no end is seen to the export of manpower considering the precious foreign exchange earnings that this activity generates. Already, the shortages in skilled manpower due to overseas employment have reached serious proportions in certain industries. This indicates the need for a rationalization of the country's manpower export policy and program.

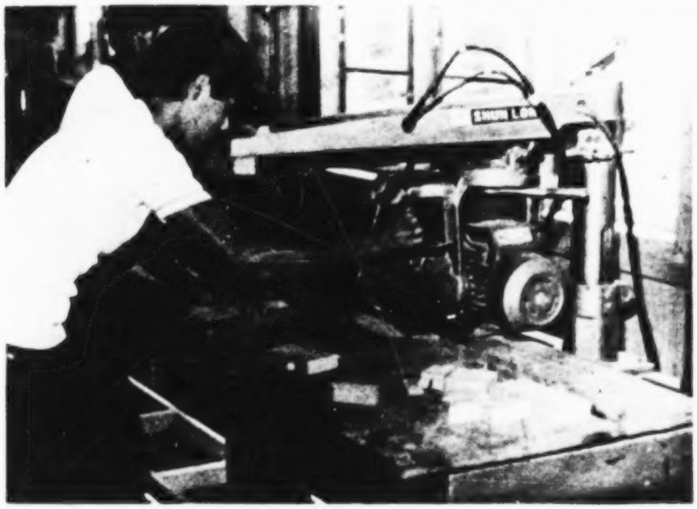
Studies are now being undertaken to determine the long-and-short term implications of the manpower export policy on education and the economy. Findings from these studies will provide a better basis for the review and modification of this policy.

No. 5 – English or Pilipino?

Educators and just about everybody else in academe are divided on the language issue. One group argues that the English language must be used as the sole medium of instruction to heighten our comparative advantage, not only in terms of the transfer of technology but in the world labor market as well. Pilipino, they say, is an "infant language" and cannot compare with English which is a *lingua franca*. Moreover, Pilipino is not representative of the dialects of the country since it is mostly based on Tagalog.

The other camp, espousing nationalism, counterargues that to use English solely is to totally allow our minds to be the captive of American culture. This eventuality can only wreck havoc on our search for national identity which is intricately intertwined with the development of a national language.

Shortages in skilled manpower due to overseas employment have reached serious proportions.



The MECS, however, has remained firm over its implementation of the bilingual policy. Pilipino will continue to be taught and used in such subjects as Social Studies and Civics.

No. 6 – A Filipino ideology: Does it exist?

Since the debacle of the May 1984 elections, the government has repeatedly harped on the need to develop and propagate the Filipino ideology. Nilo Tayag, head of DAOP-PALAD, has been making the rounds preaching the government's version. Almost as tenacious, his critics have hounded him forum after forum, debunking what he claims to be an ideology truly for Filipinos.

The educational system, entrusted with the mission of shaping and molding the character of the young, has been caught in the swirl of events. Not to be outdone, the new elementary school curriculum which was launched in 1982 emphasizes the development of a sense of nationhood and humanism, along with its stress on the Three R's. What remains unclear is whether the subject called Civics adequately imparts the Filipino ideology which in itself appears to be vague and subject to different interpretations.

The President has written a number of books on the Filipino ideology. An ideology, according to him, must contain the following: a commitment to a common set of ideals; a vision of the future; a plan of action. The Filipino ideology rests on three principles: economic emancipation, political liberation and social concord.

An ideology, to be genuine, must be accepted and imbibed by the people. This entails a long and painful process. The so-called "Filipino ideology" must, therefore, pass the test of time.

Conclusion

There are only six issues which I have tackled in this paper. There are many more. I have zeroed in on these six particularly on the financing issue because todate, these are, to my mind, the most relevant and the most urgent.

While government has tried to provide answers, many of these measures remain inadequate.

Prospects for Vocational/Technical Education

BY DR. JOSE R. VERGARA

WITHOUT QUESTION, the operationalization of the Bureau of Technical and Vocational Education (BTVE) created under Batas Pambansa Blg. 232, The Education Act of 1982, is a very immediate concern. In considering the various requirements of this action, the need to look at secondary vocational high schools becomes necessary. These schools offer various programs which fall within the legitimate domain of technical-vocational education; however, by the same law, vocational education is to be of the post-secondary level. Quite obviously, some structural changes have to be made somewhere to resolve this conflict, beginning with a redefinition of the prospective role of vocational high schools.

In tracking what could be the future directions for trade and other similar schools in relation to the BTVE, it seems reasonable to start by reflecting on the character and magnitude of past efforts that led to their present status and the basic issues resulting from such past development.

Vocationalization of the High School

During early American colonial occupation of the Philippines, the first trade-training courses given in 1901 under the Philippine School of Arts and Trades (now the Technological University of the Philippines) were primary grades 3 and 4 because the pupils were already adults. With the establishment of this school, the Americans introduced the idea of the dignity of labor to the Filipinos. As years passed, the curriculum was made intermediate–grades 5, 6 and 7– then secondary, post-secondary, college and university.

Act No. 3377, otherwise known as the Philippine Vocational Education Act of 1927, declared the definitions and purposes of vocational education: that all schools established under this Act shall be of secondary grade level; that is, that they should be less than college grade. The controlling purpose of education to be given in such schools shall be to suit pupils for employment and to meet the needs of persons over age 14 who have entered upon or are preparing to enter the work of the farm or the farm-home or who are preparing for or have actually entered upon a trade or industrial pursuit.

TABLE 12

EDUCATION, MANPOWER AND EMPLOYMENT PROGRAMS

Sectoral Objectives	Program Description	Coverage
1. To provide broad general education	Aims to expand educational opportunities and upgrade quality quality of education in the elementary/secondary levels	Elementary/ Secondary
2. To train manpower in skills critical to national development	Aims to meet the manpower requirements of the different production sectors by providing basic, middle-level and technical managerial training through the regional manpower training centers, apprenticeship programs and non-formal education	Vocational/ Technical Non-formal

It is clear, therefore, from this law that vocational high school is in order. It might also be noted that during this period, the Philippines was supported by the United States government– the trade schools were staffed with American and Filipino teachers and mainly equipped with American machine tools and hand tools. Training supplies and materials were adequate, so much so that one provincial trade school is similar if not the same as other trade schools.

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By 1946, at the resumption of the educational system after World War II, the Department of Education ordered trade schools to offer one-year and two-year terminal courses and to phase out the secondary trade curriculum. In the first semester of the implementation of the program, parents and trade school principals petitioned for the return of the secondary trade curriculum. The new curriculum was scrapped because parents and pupils needed a high school program equivalence.

Another move to "vocationalize" the high school curriculum was the 2-2 Plan, also known as the Isidro Plan. In 1957 this differentiated curriculum emerged as the mode of developing interests and skills in vocational courses. Under the plan, the high school population was streamed into two: after the second year, students were channeled into either college or vocational preparation. The system so worked out that the less competent in the school subjects were tracked to the vocational stream, thus giving way to the stigma against vocational education. As a result, the students gravitated toward the college preparation stream.

The barrio (village) high school movement and the establishment of craftsmen high schools also contributed to the vocationalization of the high school program, with the former becoming barangay high schools with articulation to college thus veering away from its original purpose of being terminal.

The Education Act of 1972, P.D. 6-A, emphasized work education and non-formal education. All of these programs focused on the importance of work, skills development, appreciation and desirable work habits and attitudes. Further, Department Order No. 20 series 1973, Revised Secondary Education Program was issued for all public and private high schools to give the Practical Arts from first to fourth years. Vocational electives, however, were provided beginning the second year. As it turned out, the administrators of the secondary trade schools were, upon request, authorized to provide longer periods for vocational courses; thus the re-vocationalization of the secondary trade curriculum.

Adding to this situation of the less capable students being shunted to vocational education is the intervention of the National Collegiate Entrance Examination. Those who did not qualify for college were separated and advised to go to vocational programs, it being arbitrarily assumed that vocational courses such as electrical, electronics, mechanical trades, civil works or construction trades and others did not require high-level intelligence.

The objectives and purposes of vocational education in the national education program are to develop a segment of the population as skilled workers for industry, to earn a living, and to develop appreciation for good workmanship, work habits and attitudes. The development of manpower to meet the requirements of industrial and societal change became a priority as identified by several studies and surveys. Vocational education efforts to create the manpower pool as envisioned, however, underwent so many problems, to wit: parental and students' objectives and attitudes toward work, rate of population growth, the "brain drain," lack of employ-

ment, unrealistic salaries and wages, school drop-outs and others.

Added to the difficulties of secondary trade education in achieving the expected outcomes were problems resulting from the following:

First, American fund and commodity support to the trade schools ceased after Independence in 1946. The trade schools were destroyed in World War II and to hasten their rehabilitation and development, the United States government provided a 10-year period of assistance in terms of commodities, technical experts, and scholarships.

Second, after the rehabilitation period, secondary trade education began to suffer from inadequacy of funding, lack of maintenance of buildings and equipment, and obsolescence of machines and laboratories.

Third, the rise in the conversion of trade schools into chartered and autonomous state or government colleges gave way to more problems in funding and proliferation of programs.

To find a solution to the problem of manpower development and to provide opportunities for the out-of-school youth and young adults for industrial skills training and employment, the National Manpower and Youth Council was established in 1969 and since then has become widely recognized for its leadership and expertise in training programs.

Issues

The present national development plan carries with it a policy declaration to promote greater utilization and participation of human resources in the tasks of development. The corresponding manpower strategy which has been adopted called for the improvement and strengthening of the system of education and training.

Increasingly, therefore, the educational system has to absorb the pressure of being the major supplier of manpower adequately prepared in the skills and knowledge requirements of the societal and occupational/employment sectors. This means education must align itself with the demands of development and strengthen its internal mechanisms and external linkages.

In particular, new approaches are needed to meet the emerging expectations for vocational-technical education. Experiences in past decades have provided some insights into the performance of vocational education; studies have been consistent in their findings regarding the problems and prospects facing this subsector. Evidently, there is a need to determine the net effects of various reform programs that have been implemented and adapt a more realistic and comprehensive strategy for the subsector.

The basic issues involved as they affect trade and other vocational high schools are whether to let the schools continue with their present roles, functions and curricular offerings as vocational schools or to abolish their present structures and shift the burden of vocational education to post-secondary technical schools.

Recommendations: Devocationalization of Secondary Trade Schools

In the light of prevailing constraints and difficulties of secondary trade schools, and consistent with the philosophy of providing broad general education to students at this level of education, it would be more appropriate to shift the curricular thrusts of said schools from vocational purposes to general purposes. In effect, this would call for the implementation of the revised secondary education program of 1973, with certain provisions for the modification of the practical arts and the system of electives. Such modification becomes necessary to suit the current as well as prospective educational requirements of schools.

The whole concept of this alternative is to replace vocational courses with practical arts and, corollarily, integrate principles and concepts common to all the areas of practical arts into a unified study. Vocational education shall then be concentrated at the post-secondary level.

Practical arts may be defined as the study of how the earth's natural resources are secured, processed, distributed and utilized. Educationally, they consist of a study of the tools, materials, processes, products and the problems of occupational life in connection with the securing, processing, distributing, and consuming of the world's goods or used to meet the physical needs of human beings. Functionally, the practical arts would expose the students to a variety of work experiences reflecting agriculture, industry, fishery, business and the home, thus providing them with a broad base for occupational exploration, preparation and career decisions. The skills, knowledge and habits acquired by the students would still allow them to enter into gainful activities in areas which interest them.

In organizing practical arts, two main tasks appear necessary. The first task is to analyze the needs of the students and the community, on the bases of which a set of concepts should be evolved which will generate solutions to contemporary problems like housing, food production, transportation, health and sanitation and others. The second task is to identify and organize those elements that reflect the state of technology in the environment such as organization, research, production and management. In this manner, the relevance of the program could be assured.

Practical arts courses, as may be organized in the general high schools, need not require the expensive and sophisticated machines and equipment of vocational education. They may be organized in job clusters or families and the training given would be in broad terms of skills and knowledge. Psychology, and pedagogically, the practical arts provide a sound and basic opportunity suited to the age and experience of high school students.

Rationale

Historically, during the past decade-and-a-half, there has been substantial growth in the magnitude of vocational high schools (trade, agricultural and fishery). The number of such schools increased annually by about 4.0 percent, enrolment by 10.0 percent and graduates by 9.8 percent. Appropriations for these schools likewise increased annually by about 6.5 percent.

In particular, the number of secondary trade schools increased annually by about 5.7 percent, enrolment and graduates by 11.0 percent and 9.0 percent, respectively, and appropriations by 4.3 percent, resulting in an average increase in per-capital appropriation at about 1.5 percent.

Despite these quantitative gains, however, some issues are being raised regarding the qualitative aspects of the schools in terms of their internal efficiency and productivity. For instance, one study shows that of every 100 entering first-year students, only about 60 finish fourth year. Perhaps this high incidence of dropouts occurs simply because the students are too young to decide on their careers and their "premature" exposure to narrow skill areas led them to quit school. Of these graduates, almost 40 percent proceed to take college courses, with the rest, presumably, (for lack of data) going on to gainful employment either on the self-non-wage basis or on formal wage employment or none at all. The high dropout rate represents educational wastage which in one year alone was estimated at ₱40 million.

It has also been indicated that only about 25.0 percent of vocational schools are located in rural areas. This inequitable geographical distribution of schools is attributed to the absence of clear-cut policy and school mapping operations. The result is limited access of rural people to this type of education. Furthermore, the curricula have generally remained traditional in scope and orientation due to limited information from and the limited participation of the employment sector in the research and curriculum development process. As pointed out in past regional consultations, certain provisions/subjects of the curricula are not relevant to the conditions and resources of communities. Then, too, instructional and training methodologies have not improved very much due to the lack of information and exposure to the more recent techniques of developing technical skills.

In terms of an effective training support system– facilities, tools and equipment are characteristically old and outmoded and their maintenance and operating-cost requirements are very high; books and other reference materials are not useful as evidenced by the low rate of utilization of such materials by students and teachers; and shops and laboratories are grossly inadequate in number, size and quality. In addition, the escalating cost of training supplies and materials create an abnormal condition on the quality of trade skills. With these physical inadequacies and the lack of qualified teachers who are occupationally competent to handle the different vocational courses, the level of skills development becomes largely superficial.

Externally, the employability of graduates of secondary trade schools is questionable due to the statutory limitations on the hiring age of workers, as well as the hiring preferences of employers for those who have had longer schooling. Besides, the specificity of trade courses forces the student to face tight employment as opposed to broad training that can give him flexibility to enter into related, gainful occupations. These two issues are compounded by the shortage of jobs. Prior to the present economic situation, there were about 50,000 new jobs created annually, but quite sadly, these jobs are not even enough to meet the needs of the redundant work-force of some 600,000 new 15-year-olds, to the labor force.

Generally speaking, there are no universal standards to govern the programs and operations of these schools. There are extreme variations in the manner of implementing the curricula, in the development of teachers, in the selection of student inputs, and in the quality of outputs/graduates, among several others. The need, therefore, for the reorientation and redirection of the roles and functions of secondary trade schools has become a matter of course.

The fear of administrators and teachers in phasing out the secondary trade curriculum is recognized, but in terms of economic impact and in the spirit of development there is a strong need for change in the scope and sequence of vocational education for high school adolescents. By and large, practical arts become very natural to high school boys and girls. They are directly related to the welfare and progress of society. There seems to have been a striking relationship between general human advancement and the development of the practical arts. As tools, utensils, weapons, and shelter were improved, the physical, social, and intellectual progress of society seems to have resulted. For educational purposes, the practical arts have become unique because they are concrete and tangible; basic to human economic needs; they fit nicely in training methodology – learning by doing; they appeal to fundamental impulses of manipulation, exploration, possession, urge to create and to beautify desire for social acceptance, imitation, and desire to excel; and they develop skills.

Both practical arts and vocational education are concerned with tools, processes, distribution and utilization of natural resources; they differ primarily in purpose. Practical arts has for its purpose general education while vocational education purposely trains individuals for socially useful employment.

The existing vocational high schools need not be abolished but instead should be upgraded to the post-secondary level. Secondary trade education should be escalated to trade-technical education where the students are more mature, with stable interests and abilities.

The Role of the BTVE

The BTVE shall likely form the core of a countrywide network of public and private educational institutions including state colleges and universities, industrial firms. employers and workers groups, relevant government ministries, and government corporations.

Each sectoral group shall be limited in terms of the major functions they will provide. Thus, the secondary practical arts program as recommended shall provide the general education foundation in science, math and communications required by the students to progress in their technical training. The technical, vocational education institutions, by maximizing the resources available to them, shall promote the development of their technical programs on the standards promulgated by the BTVE, based on an adequate mapping of the requirements of industry. Ultimately, BTVE shall be responsive to the development in equal terms of essential elements in a functional program of post-secondary, trade-technical education of career or vocational guidance, trade-technical skills and technical knowledge, qualified and occupationally competent instructors, adequacy of equipment and facilities, cooperation of employers and workers, desirable personal-social traits and attitudes, where students intend to be employed and work in the occupation to which they underwent training, placement and follow-up program.

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Part Three

HRD AND GOVERNMENT

Government: Catalyst of Human Resource Development

As the largest organization in Philippine society, the government has long been at the forefront of the effort to stimulate and sustain human resource development on a national scale. From it has flowed the many policies that in a period of 16 years has made HRD a key concern in national economic life. From it too have come the initiative and the resource tó develop and sustain programs for the training of Filipino manpower to suit the needs of a growing economy.

Government involvement in HRD beyond just policy-setting covers many areas, but it is principally to be seen in two major concerns today: first, the training of manpower for the country's civil service; and second, the training of people for the needs of industry as undertaken by the lead government agency, the National Manpower and Youth Council.

Upgrading the Civil Service

As in most developing countries, government in the Philippines since independence has had to assume an increasing number of functions and a widening scope of responsibilities in order to regulate as well as spur growth in various aspects of national life. As a result, the Philippine government has become the country's single biggest employer with over 1.2 million personnel on its payroll.

By definition, the Philippine government not only encompasses the civil service but also the military, public enterprises, educational institutions and elective officials on both the national and local levels. It is therefore not difficult to understand why the achievement of efficiency in such a massive and at times unwieldy organization is a nagging concern and the object of a continuing quest for the most appropriate personnel management techniques.

Over the past four decades, the government has sought to streamline its operations and upgrade the quality of its manpower by adopting a number of what were in their time considered innovative techniques. In the 1950s, the principles of "scientific management" elicited much interest and certain procedures drawn from this school of personnel management were imposed on Philippine civil servants. In the following decade emphasis was placed on human relations.

It was only in the 1970s that a comprehensive human resource development program began to take shape which integrated some important aspects of scientific management and human relations.

As explained by the late chairman of the Civil Service Commission, Albina Manalo-Dans, human resource development in the bureaucracy involves three important programs–training, education and development. While there is usually an attempt to distinguish one element from the others, in actual practice all three take place simultaneously. The aim is not only to prepare a government functionary for a particular task but also to help him develop to a point where he can take on more important responsibilities in the future.

The Philippine civil service consists of two service divisions which are referred to as the career service and the non-career service. The term "career" should be self-explanatory in terms of advancement within the bureaucracy. To the category "non-career" belong those personnel who enter the civil service on the basis of a fixed term of office. There are a total of 247,325 non-career government employees. Since their term of service is brief, most of the rules and regulations which apply to regular civil service employees do not apply to them. This distinction is important since human resource development programs are aimed mainly at career personnel of whom there are 958,097 in the civil service.

The Philippine civil service structure is also divided into three tiers. The first level is made up by 347,139 clerical, crafts and trade, and custodial employees. The second level refers to scientific, technical and professional personnel numbering 599,055. At those levels a government employee is appointed to a particular position which entails a definite set of duties and receives corresponding compensation.

On the other hand, the "rank concept" is applied to those belonging to the third level, called the career executive service. At this level a civil servant's assignments and compensation are determined by his qualifications.

What this three-tiered structure implies is that entry into any of the three levels is possible without having to pass through the tiers immediately preceding it. In this regard it is an open system. However, as one enters a particular level, there seems to be – as the

One government program for manpower development is the job-rotation scheme.

late Director put it – "an automatic closing of the doors in that whenever there is a movement inside, the people who are already in the service are given the first call upon promotion. In other words, while people can come in (those) inside have a certain priority or preference when it comes to advancement." In this sense, the three-tiered structure exhibits the features of a closed system.

Entry into any of the three levels is generally gained through written competitive examinations. Further advancement is possible through training programs or is determined by actual performance on the job.

A comprehensive training program for civil servants was introduced in 1953 by virtue of a cabinet resolution which decreed that training should be a continuing activity in the government. Since then several training institutions have been established.

The first level of training for the rank and file is conducted by the ministry, bureau or agency concerned. In the second level, training for all positions below the middle-management category is undertaken in a similar manner. On the other hand, division chiefs and officials of equivalent rank undergo training at the Civil Service Academy.

At the third or executive level (referring to all positions directly below the top political command, such as ministers, deputy ministers, regional directors, bureau directors, their assistants and ministry service chiefs), training is conducted by the Development Academy of the Philippines.

In addition, there is the Philippine Executive Academy and the National Defense College, both of which train divisions chiefs and officials of equivalent rank and occasionally officials belonging to the career executive service. The NDCP is also the highest training institution for the military.

The Civil Service Academy has sought to integrate all the training programs of these separate institutions. The academy acts as a reviewer and coordinator of the training activities which these institutions conduct in order to avoid duplication of training efforts and, in the process, economize on costs.

Opportunities for higher education are also made available to Philippine civil servants through scholarship programs. There is an ongoing scholarship program for government administrators on public administration which was first opened up to government employees in the mid-1950s. Another program is the National Scholarship Fund for Development which offers interested government personnel the opportunity to complete their college education in courses identified as priority areas by the National Economic and Development Authority.

Qualified civil servants can also avail of several foreign scholarship programs which are arranged jointly by NEDA, the Ministry of Foreign Affairs and the CSC. Such scholarships are offered through the Colombo Plan, the UNDP, USAID, the German Foundation and other foundations. These programs require a service commitment to government in the form of contracts which stipulate a mandatory term of government service in return for the number of years covered by the scholarship abroad.

Aside from the formal training and education programs, there are other ways by which human resources are developed in the government service. One of them is the so-called job rotation scheme. This is an internal government policy designed to make government personnel capable of handling a variety of tasks. The government service suffers from inefficiencies in the system partly because civil servants enjoy security of tenure and may not be so easily removed from office, no matter how unsuitable they are for the positions they occupy. Under the job rotation scheme, however, it becomes possible to plan to a certain extent – a more effective deployment and utilization of such human resources that are directly employed by government.

Manpower Training for the Economy

Not only is government in the Philippines concerned with upgrading the quality of the manpower directly under its employ, it is also at the vanguard of human resource development on a national scale.

The introduction of central planning has made national policymakers aware that a country's potential for economic growth is greatly influenced by its physical resource endowment and by its endowment of human resources – both numbers of people and their level of skills. In the latter realm, not only are sheer numbers of people and their skill levels important but also their cultural outlooks, attitudes toward work, and desire for self-improvement.

Government's continuing concern with human resources development is evident in the fact that the country's development plans the primary instrument of national economic planning– invariably incorporate a national manpower plan. This plan provides directions and thrusts necessary to formulate a sound strategy for human resource development.

In the current National Manpower Plan, 1983-1987, national manpower planning committees were established to orchestrate the manpower planning activities of various economic sectors. In addition, sector-specific plans for 11 priority subsectors were also formulated to guide future manpower development programs.

The first-year review of the NMP noted that the Kilusang Kabuhayan at Kaunlaran (KKK) was stepped up, resulting in new or additional livelihood opportunities for 285,253 beneficiaries through a total of 22,237 projects with an aggregate financial assistance of ₱1.6 billion. A livelihood program for members of trade unions, government employees, families of overseas contract workers, and organized rural workers was launched nationwide. A new policy measure was issued entitling these priority beneficiaries to the interest-free *puhunan fund* and a low-interest loan fund for service-type, income-generating projects.

The same review also noted that overseas employment grew by 38.2 percent, resulting in the deployment of 434,207 Filipino contract workers abroad. The 1983 remittances of overseas contract workers (OCWs) totalled US$944 million, making them a major source of foreign exchange earnings for the country. The 1983 remittances were 16.5 percent higher than the previous year's, although the targetted amount of ₱1 billion was not reached.

To speed up the domestic placement of vocational and skills training graduates, a more responsive national job exchange system was developed, the review said. A total of 30,511 workers found jobs through the active local employment offices.

At the same time, conciliation and mediation efforts, labor education and information were accelerated to maintain industrial peace. The year in review saw a slight decline in the number of actual strikes called when compared to the previous year's figures. The number of manhours lost due to strikes also decreased but by a significant 76 percent, for a total of 3.2 million manhours.

The economic dislocation which followed the tragic events of late 1983 and which spilled over to 1984 has led to a review of the National Manpower Plan. Over 70,000 workers were laid-off, either temporarily or permanently, following widespread factory shutdowns and business shutdowns. Several import-dependent industries were forced to retrench large sections of their labor force due to tight financial credit and the decline in the demand for exportable commodities.

Saddled with mounting unemployment and skyrocketing inflation, the government sought to speed up the process toward economic recovery through self-reliance and increased productivity. The objective now is to optimize the generation and use of indigenous technology and resources as a response to the need for immediate sources of livelihood. Moreover, upgrading the employability of the country's labor force would require giving greater attention to nonformal education and training to equip workers with competitive skills.

The country's revised manpower development program was formulated to closely adhere to requirements of the updated Philippine Development Plan, 1984-1987, with its emphasis on self-reliance, self-sufficiency and increased productivity.

As illustration, lesser attention is now being given to industrial projects and investments which are capital-intensive and import-dependent. The policies and programs of the current manpower plan, therefore, are designed to support the government's balanced agro-industrial development strategy.

The plan's employment strategies include: first, upgrading the network of domestic placement offices; second, improving the apprenticeship and learnership systems; and, third, promoting workers' rights and welfare to ensure industrial peace. The shift towards balanced agro-industrial development has also required encouraging entrepreneurship in rural areas and achieving greater labor mobility. Emphasis is being placed in the further development of a skilled rural labor force. Also, strategies for promoting overseas employment for Filipino contract workers are being expanded.

In terms of specific programs, more attention is now being given. to the Kilusang Sariling Sikap or Self-Reliant Home Movement; the KKK; the assistance program to cottage, small- and medium-scale industries; the Overseas Employment Program; and the local placement program as these are expected to provide more work and livelihood to the bulk of the population.

Responsibility for HRD in Government

BY ALEJANDRO A. MADAMBA

HUMAN RESOURCE Development has long been a major endeavor in the Philippine civil service. This is especially true of training which through the years has evolved into an indispensable tool for improving administrative performance and thus, promoting national progress.

However, planned and systematic training of civil servants in the Philippines did not start until the '50s, after the recommendation of a U.S. survey mission to study and reorganize the Philippine bureaucracy and improve public administration. Thereafter, training of government employees in the country became institutionalized and has, through the years, progressively developed into a major governmental endeavor. In appraising HRD, or more specifically, training in the Philippine civil service, I have thus chosen that period as my reference point.

Evolution of Human Resource Development in the Government

The historical evolution of HRD in the Philippine civil service could be well divided into distinct periods, with each period spanning a decade and representing a pattern of growth that reached its full cycle in the last decade. Segovia and Micor termed these periods, respectively, as the decade of policy development and institution-building; the decade of sustained training and of executive development; and the decade of innovation and reform.

Prior to his appointment as Civil Service Commissioner, A.A. Madamba was commissioner of the Merit Systems Board. His professional background includes extensive training in various executive development courses both in the Philippines and overseas.

The First Decade (1950-1960): Policy Development and Institution-Building

In accordance with the Bell Mission recommendations, an In-Service Training Board was proposed at department level to formulate policies on training and development. Likewise, an Institute of Public Administration was created to develop and prepare qualified personnel for the public service.

The Board, however, failed to materialize, and in 1953, a Government Advisory Board for In-Service Training (GABIT) was organized with the Secretary (Minister) of Education, the Budget Commissioner, University of the Philippines' President, and the Civil Service Commissioner as members.

A policy statement on in-service training was thereafter formulated and adopted by the cabinet, legitimizing government responsibility for implementing a continuing program of employee training. The policy expressly recognized training as official business, and thus, should be conducted during office hours, and that successful completion of approved training courses be considered as a factor in promotion.

The Institute of Public Administration was established to assist in the development and training efforts. This meant coming up with: (a) an academic program towards the bachelor or master degrees in public administration; (b) a program of in-service training; and; (c) organization of, or assistance in the planning and conduct of executive development programs for higher executives, administrative officials, and local governments.

An In-Service Training Division was created within the Institute to handle direct training of first-line supervisors, executive development and training on specific management functions. During its first two years (1953-54) the Institute trained a total of 2,599 civil servants. However, the Institute realized that its small staff could not continue the job of direct training, especially because it had to perform other functions, particularly academic teaching, research and consultancy. For the second phase, therefore, it was decided to confine Institute responsibility to the training of agency training officers who were expected to take over direct training of employees in the agencies. The program which was called "Training Officers Course" or "Training the Trainors" lasted from 1955-1961. Participants from other Asian countries, notably Vietnam and Indonesia, were admitted to the program.

The initial decentralization of training for the agencies necessitated an administrative machinery to coordinate the training effort. Thus, a Training Coordination Council composed of chief administrative officers of departments was created. Its primary tasks were to identify immediate training needs and to coordinate and facilitate training in the agencies.

In 1955, the Bureau of Civil Service, the central personnel agency, created the Personnel Services Unit to take charge of in-service training on personnel management and supervision. The Government Training Coordinator in the Institute of Public Administration was transferred to the Bureau to head the Personnel Services Unit, which was subsequently elevated to a Division. The new Division was charged with the task of overseeing the implementation of the government policy on training. The Training Coordination Council was dissolved as a consequence, and in its place, training advisory committees were set up in each agency.

In 1959, a new Civil Service Law was passed. It gave a legislative fiat to the cabinet policy on training, and expressly upheld the leadership role in training of the central personnel agency later elevated to a commission, and now a constitutional body. The law provides that ". . . the development and maintenance of a high level of employee performance is a primary concern of the Government. It shall be the policy of the Government that a continuing program of employee training, supervisory career and executive development be established under the leadership of the Civil Service Commission for all government personnel at all levels. Each department, bureau, office or agency shall have an appropriate training staff and shall establish its own in-service training programs in accordance with the standards laid down by the Commission."

The law also authorized the Commission to seek the technical assistance of the Budget Commission, the Institute of Public Administration, and professional and technical organizations in the implementation of government training programs.

The Second Decade (1960-1970): Sustained Employee Training and Focus on Executive Development

The turnover of the Training Officers Course to the Civil Service Commission in early 1960 freed the Institute of Public Administration to turn its attention to executive development. This was in keeping with the provisions of the Civil Service Law which makes the Institute responsible for organizing and carrying out a continuing program of executive development, "to help ensure the availability of a pool of trained administrators in the executive and senior levels and to further improve the competence and performance of executives in the different branches, subdivisions and instrumentalities of the Philippine Government." The Budget Commission, the Civil Service Commission and the National Economic Council were to assist the Institute in this function.

To further boost the executive development efforts of the Institute, the President of the Philippines created the Philippine Executive Academy in 1962 as a special unit of the Institute, to become the permanent center for senior management development. With initial funds from the National Economic Council and with a two-year grant from Ford Foundation, the Academy started to conduct Senior Executive Development Courses in 1965.

The executive development thrust of the decade was pursued further in 1963 when the Institute, now renamed the College of Public Administration, expanded its programs. A Local Government Center was created to provide consultancy, research, and training courses for local government executives.

In 1963, the National Defense College of the Philippines was organized "to prepare and develop potential national defense leaders, civilian officials of the different branches of the Government and selected executives from the private sector for more effective participation in national policy formulation, and for high command and staff duty."

The apparent concern for management training during this decade led to the proliferation of management development training institutions in the country. Noteworthy is the

Asian Institute of Management which was organized as a consortium by multinationals and progressive local business and industrial organizations. Professional organizations, among them the Management Association of the Philippines, private educational institutions offering courses in business administration and a number of private organizations, started offering short programs in management development and capturing a good number of officials as well as unofficial participants from the civil service.

Training for the other level of civil servants continued to multiply in number and scope during the decade as agency training had now been organized with the creation of Training Officer positions where before training personnel were simply designated from other organizational units and the added impetus to training provided by the Civil Service Commission. Supervisory and management training, in particular, flourished especially because of a Civil Service Commission promulgation that completion of an approved program on supervisory, executive or management training would be given credit for purposes of admission to the civil service supervisory examination and that a 50-hour training course would be considered equivalent to three academic units.

The burgeoning of training courses, however, was not altogether desirable, as indicated by the Civil Service Commission when it issued a circular in 1966 requiring agencies to clear with the Commission all proposed Management/Supervisory training before implementation. The circular noted that there were too many training courses and that many training programs were of such a long duration as to take up most of the employees' time.

The Third Decade (1970-1980): Reform and Innovation

The seventies down to the early eighties were decades of sweeping reform and innovation in the Philippine bureaucracy. The government-wide reorganization plan which was hanging fire in the legislature was decreed into law, setting into motion the machinery for restructuring the bureaucracy and recasting the "decadent" bureaucratic systems and behavior. The development sets the context within which reforms in the civil service, particularly in the areas of training, may be appointed.

Presidential Decree No. 1 sparked the innovations by integrating and coordinating the highly dispersed and largely uncoordinated training activities brought about by the decentralization and proliferation of training programs in the sixties. It also rationalized training activities by requiring the adoption of a national plan for career and personnel development based on the career and personnel development plant that government agencies were directed to formulate. Such integrated career and personnel development plans were to be the basis for all training efforts. Most of these reforms were codified into the new Civil Service Law of 1975, Presidential Decree Number 807, otherwise known as the Civil Service Decree of the Philippines.

The government's policy on training is expressly stated in Article VIII of said Decree as follows: "The development and retention of a competent and efficient work-force in the public service is a primary concern of government. It shall be the policy of government that a continuing program of career and personnel development be established for all government employees at all levels. An integrated national plan for career and personnel development shall serve as the basis for all career and personnel development activities in the government."

To avoid overlapping and duplication of training functions, the Decree further delineated responsibilities for training.

Thus, the Civil Service Commission was given the responsibility to coordinate and integrate a continuing program of personnel

Setting into motion the machinery for restructuring the bureaucracy.

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development and, whenever necessary, to take the initiative to implement these programs. Central staff agencies and specialized institutes were made responsible for conducting continuing training for staff specialists of agencies for greater efficiency in the utilization of training resources.

The law also provided for the establishment of linkages by the Commission with educational and other training institutions in both the private and public sectors. A further boost to training was the issuance in 1975 of a Presidential directive providing that "all departments, agencies and offices, government-owned or controlled corporations and local governments, in coordination with the Civil Service Commission, shall establish more extensive and intensive continuing programs of employee development at all levels; and for this purpose, they shall set up their respective training classes, seminars and institutes." The Commission was authorized to collect and charge fees for training courses, such fees to be used exclusively for training programs, and to pay honoraria, travelling and representation allowances of resource persons and facilitators in training activities.

Pursuant to this role and responsibility of integrating and coordinating training in the civil service, the Commission developed a progressive training system utilizing both centralized and decentralized approaches to ensure a critical number of well-trained civil service personnel at any one time at each level of the career service. Furthermore, the system also minimizes duplication of training efforts by delineating specific responsibilities for training.

This system which draws its basic framework from the provisions of Presidential Decree No. 807 is further supported by a Presidential Letter of Instruction which created the Training Coordination Committee aimed at fostering greater efficiency, economy and effectiveness of government training activities. Composed of the Chairman of the Civil Service Commission as Chairman, and the Ministers of the Budget, Education, Culture and Sports, and Economic Planning as members, the Committee not only minimizes duplication of training efforts but also optimizes the use of training resources both in terms of financial and physical facilities.

Aside from structural reforms, it was also during the decade when middle-management training, which was overlooked in earlier efforts became the focus of training efforts especially by the Civil Service Commission. Realizing the critical role of middle managers in transforming policies into programs of operations, and as the strategic link between the first-line managers and the policy-making Executives, the Commission designed and conducted a training program which sought to create a critical mass of development-oriented middle managers.

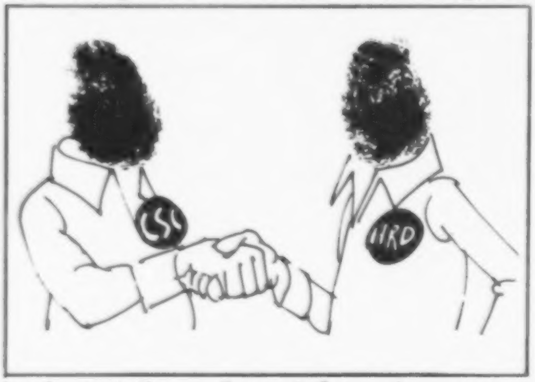
Another significant group, whose development was practically unattended during the frenetic training activities of the two earlier decades, the public school executives were given special attention in the second half of the seventies. A Presidential Letter of Instructions required the Ministry of Education and Culture to establish and implement programs for schools executive development.

It is also interesting to note that attention was given to the training of young government employees with the inauguration of two major training programs, namely, the *Buklod ng Kabataang Kawani* (BKK), the Leadership Institute which aims at reorienting young government employees to the service values and leadership skills required in government, and the Future Leaders Program (FLP), which aims to harness the leadership potentials of promising young government employees.

The Civil Service Commission was further strengthened as the primary government agency for centralized training of the first and second levels with the creation of the Civil Service Academy in October 1977.

The Central Personnel Agency

The Civil Service Commission, as the central personnel agency of the Philippine government, is "responsible for the coordination and integration of a continuing program of personnel development for all government personnel in the first and second levels," and. . . "whenever it deems necessary, the Commission shall take the initiative in undertaking programs for personnel development." Thus, true to the above provisions, the Commission has since played its role more intensively and extensively starting in the mid-'70s, although this leadership function in human resource development had its beginnings even in the '50s when the Civil Service Law of 1959 was passed. But because of the enormity of the task of training, the function was decentralized and training and development of civil servants became the primary concern of the ministries and agencies, with the Commission issuing general guidelines for the formulation and implementation of agency training programs. P.D. 807 integrated all these practices into a more distinct policy and strengthened the Commission's role in HRD. The task of overseeing human resource development activities in government are manifested in various programs of the Commission, and so far progress has been made in many significant areas of endeavor, such as: a) the promulgation of policies and the establishment of standards which serve as guidelines and general directions for all HRD activities in the ministries, agencies, public enterprises, and local governments; b) active technical assistance to ministries and agencies to enable them to build capabilities through consultations and on-the-job assistance whenever these are required by the agencies; c) central monitoring and implementation of an information system which provide ncessary feedback and support to the Commission's efforts of implementing a progressive training system in government; d) establishment of linkages with both training and educational institutions, specialized agencies, professional organizations and other groups involved in HRD activities; e) formulation and administration of centralized HRD programs which are within the area of expertise of the Commission to assure government-wide capability building of middle managers, corporate executives, HRD specialists, and personnel managers or officers; f) evaluation of training programs not only of the Commission but also of other agencies to insure effective, efficient and economic administration of such; and g) research and development of both indigenous and endogenized training materials for government-wide consumption for a more effective learning among participants.



To assist the Commission in undertaking this enormous task, various institutions, technical committees and advisory bodies have been created and or tapped.

The Council on Training and Development (CTD). In line with the coordinative and integrative function of the Commission, an Interdepartmental Training Committee (IDTC) was created on March 15, 1963 which until 1981 was composed of the chief training officers of all ministries. The IDTC served as an advisory body to the Commission as well as a clearinghouse for ideas and problems in the implementation of government training policies in respective departments (ministries) and agencies. A strong need was felt, however, to include membership not only from the regular ministries and constitutional offices, but also from government-owned or controlled corporations. On August 5, 1981, therefore, the erstwhile IDTC was reconstituted into what is now the Council on Training and Development (CTD). Having its principal domicile at the main office of the Civil Service Commission, the CTD acts as an assistive and policy advisory body to the Commission in the formulation of government training and development policies. The Office of Training and Personnel Development of the Commission provides secretariat services to the Council and the OTPD Director or in her absence, the Assistant Director, coordinates with the Council as the official representative of the Civil Service Commission.

The Training Coordination Committee (TCC). On top of several reforms and innovations instituted by PD No. 1 in relation to training, a Training Coordination Committee was created by no less than the President himself to review all government training activities for purposes of fostering greater efficiency, economy and effectiveness in government. This is composed of the Chairman of the Civil Service Commission as the Chairman of the Committee, and the Ministers of the Budget, Education and Culture, Economic Planning as members. Its specific objectives are: (a) identify various training activities undertaken by government agencies; (b) identify possible areas of duplication with regard to these training activities; (c) evaluate these training activities in the light of the organizational needs of various government agencies and the manpower requirements specified in the Philippine Development Plan; (d) establish guidelines for the coordinated and integrated implementation of training activities; and (e) assign principal government agencies to coordinate training and non-formal training and skills development. The accomplishment of such vital tasks will provide opportunities for further improving the Philippine training system.

The Government Training Officers Association of the Philippines (GTOAP). In 1955 a group of government employees, making a bid for the professionalization of training in the government, organized themselves into a private, non-stock, non-profit organization – the Government Training Officers Association of the Philippines, Incorporated (GTOAP). This group of practitioners got organized after realizing the significance and far-reaching importance of training as a primary need of the government service and recognizing the responsibility of public servants in rendering more responsive service to the people. Since then, the Association has grown in membership; todate, GTOAP has approximately 3,000 members. The Association, as it seeks to orient government officers and personnel involved in training and development work to the current programs of the government pertaining to human resource, sponsored a three-day national conference from May 18 to 20, 1983 at the Philippine International Convention Center with the assistance of the Civil Service Commission, the President's Center for Special Studies and the University of Life. The theme of the conference was "Training for Self-Reliance."

Joint Commission on Local Government Personnel Administration. Presidential Decree No. 1136 created a Joint Commission on Local Government Personnel Administration, referred to as Joint Commission, on July 1, 1977, primarily to formulate and coordinate policies on local government. It is composed of the Minister of Local Government as Chairman and the Minister of Finance, the Commissioner of the Budget and the Chairman of the Civil Service Commission as members. The Joint Commission is tasked to sponsor training courses for local officials under the leadership of the Ministry of Local Government and the Civil Service Commission with the provision that expertise for technical aspects of the training courses shall be drawn from the implementing agencies concerned, particularly among the member agencies of the Joint Commission. In 1978, two courses of the Personnel Management Course (PMC) of the Civil Service Commission were conducted under the Joint Commission.

Consultative Council for Personnel Management (CCPM). On June 23, 1978, a Consultative Council for Personnel Management was created by the Civil Service Commission through Resolution No. 561 to fill the need for constant dialogue between the officials in charge of personnel, including those in public enterprises. Such dialogue will provide leadership, spearhead reforms and effect linkages with, and provide feedback to the Civil Service Commission so that personnel policies and standards can be geared to the new requirements of development. The Council is composed of two sub groups, one for national government and the other for public enterprises with the Executive Director of the Commission as Executive Officer.

The Role of Central Staff Agencies

Central staff agencies and specialized institutes have likewise been mandated by PD 807 to conduct continuing centralized training for staff specialists from different agencies, where no sufficient number of participants warrant the conduct of the course in the agency concerned. In case the course is conducted by the agency, then the central staff agency or specialized institute concerned shall render the necessary assistance and consultative services to the ministries or agencies along their respective areas of specialization. Among those central staff agencies, the Office of Budget and Management which conducts courses on accounting, budgeting, organization and methods; the Commission on Audit which conducts auditing-related courses; and the General Services Administration which offers courses in the areas of records, property and supply management, are the most active, aside from the Civil Service Commission.

Role of Line Ministries/Bureaus and Other Agencies

In line with the government's policy of pursuing a continuing program of career and personnel development at all levels, all ministries, agencies and offices, government-owned and controlled corporations and local governments are empowered under a presidential letter of instruction "to establish more extensive and intensive training programs of employee development and for this purpose to set up their training classes, seminars or institutes in coordination with the Civil Service Commission and in cooperation with other government offices. They also should maintain appropriate training staffs and make full use of available training facilities.

In view of the above provision, line ministries, agencies, provinces, and cities in coordination with the Commission maintain a system of personnel training in accordance with standards laid by the Commission. To mention a few, the Central Bank Institute (CBI) administers the total training requirements of Central Bank personnel, including the training of technical personnel in the field of money and banking and other allied technical areas.

In the case of the Ministry of Local Governments, it undertakes centralized and decentralized local government training. On the other hand, the Foreign Service Institute (FSI) sees to the career development of foreign service staff officers, while the Institute and Manpower Studies (ILMAS) takes care of training and development of personnel of the Ministry of Labor and Employment. Other line agencies, aside from the central staff agencies which provide centralized training, offer training courses in their areas of specialization. These are: (a) The Government Service Insurance System which conducts pre-retirement counselling; (b) The National Computer Center which conducts various courses on computer technology; (c) The Population Commission which conducts training for medical and other personnel on family planning techniques; and (d) The National Intelligence and Security Agency and the National Bureau of Investigation on techniques of security administration for personnel of the civil security staff of the various ministries and agencies.

Role of Other Government Training Institutes

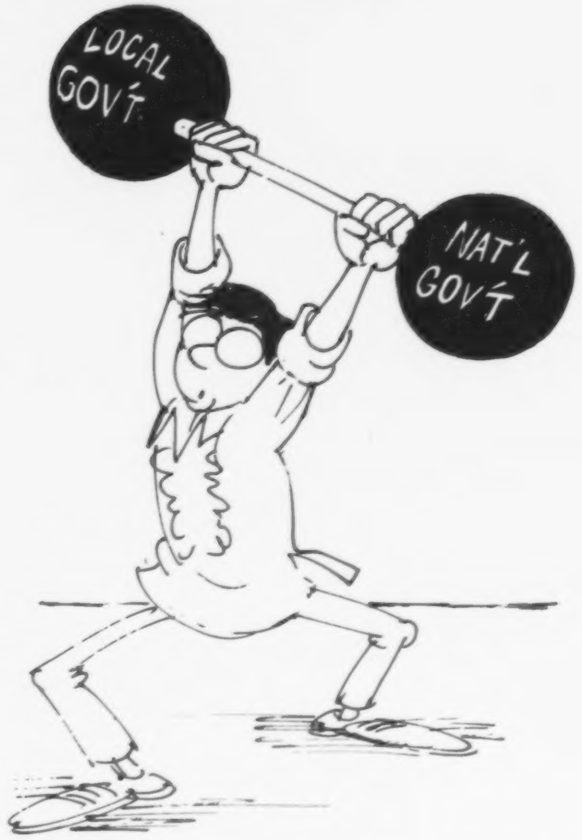
Under PD No. 807, Sec. 32, public and private colleges and universities and similar institutions are encouraged to organize and carry out continuing programs of executive development.

The following are the important public institutions for executive training in the country:

The Development Academy of the Philippines (DAP) is a government corporation engaged in both training and research. It carries out for the government the training of the third level of the civil service, called Career Executive Service, composed of Deputy Ministers, Assistant Secretaries, Bureau/Regional Directors, Assistant Bureau/Regional Directors and Service Chiefs.

The Philippine Executive Academy (PEA) conducts a ten-week residential Senior Executive Development Program participated in by a mixed group from the government and the private sector, as well as trainees from foreign countries like Malaysia, Nepal, Indonesia, Micronesia, Afghanistan and Papua New Guinea.

The National Defense College of the Philippines (NDCP) was set up to provide training for those in the military service. However, it has opened its doors to civilian participants who are in executive positions. Completion of the NDCP course leads to a Masters Degree in National Security Administration.



The Civil Service Academy (CSA) is the training arm of the Civil Service Commission whose major concern is the training of middle managers in the bureaucracy and also the top executives from public enterprises.

The University of Life (UL) has various course offerings principally for the purpose of developing business entrepreneurs. There are also courses for executive development.

The academe contributes actively in civil service training not only by conducting direct training on the professional, technical and scientific development needs in government, but also through technical assistance activities such as consultancies and resource person services. It established, among others, the Institute of Hygiene to provide degree and training courses for health officers.

Private Training Institutions

Like the public colleges, universities and similar training institutions, the private sector is also encouraged to engage in executive development. Through the years, their contributions have been considerably felt in government. Noteworthy of these institutions from the private sector is the Asian institute of Management which is a consortium of leading private schools of business management and is supported by multi-national and progressive local business and industrial organizations. Also among the more active institutions in meeting the challenge of executive training are the Ateneo de Manila University, the Economic Development Foundation, the consulting firm of Sycip, Gorres and Velayo, and the Philippine Psychological Corporation.

All these institutions have in many ways contributed to the present administrative system in government. Due to their influence a crop of skilled and capable employees and development-oriented managers has emerged.

Components of Government HRD Activities

One major administrative reform instituted in recent years was the restructuring of the Philippine civil service into a three-tiered system, giving rise to the first, second and third level position classification in the government.

Human Resource Development activities in the government cater to these three levels of position in the career service from the top and middle management down to the rank and file.

Training and Development for the First Level: The Clerical, Trades, Crafts and Custodial Group

Training for the first level is essentially skills-training in the form of employee development programs intended to increase on-the-job proficiency or as preparation for higher responsibilities. In view of the vast number of the trainees and the peculiarities of differing skills required in every ministry or agency, first-level training is decentralized to the ministries or agencies.

Among the courses commonly conducted by ministries are those on clerical, secretarial and office skills development. Region 10 of the Civil Service Commission has pioneered a program designed for clerks, janitors and craft workers in the region called the First-Level Efficiency Training (FLEET).

One of the significant developments in first-level training is the development and implementation of a CSC-NMYC Development Program for Blue-Collar Workers. The Civil Service Commission, through the Office of Training and Personnel Development in collaboration with the National Manpower and Youth Council (NMYC), embarked on this program in 1981 to maintain a high level of competency among government wokers, particularly those in the trades, crafts and custodial group of the career service.

Although agencies are actually responsible for the training of first-level employees, the high cost of training makes it uneconomical for individual agencies to train their skilled workers. Agencies also lack the expertise and facilities to handle such programs. The Commission, therefore, felt that in the absence of such capability by the agencies, it is its responsibility to initiate and training of this segment of the government work-force.

In general, the joint program aims to develop among its trainees a deeper understanding of their craft and of their role as workers in the government and reorient them to correct job practices and to make them proficient in the performance of their jobs.

The program offers courses along the areas of automotive, diesel, electrical, refrigeration and air conditioning, electrical wiring installation, motor rewinding, welding, plumbing, audio-visual aids and electronics, among

Contributing to the emergence of skilled and capable employees.

others. While in 1981 and 1982, the program catered only to those skilled workers with at least one year experience, it now offers basic courses for workers who have no experience but who show aptitude for a particular skills job.

Training for the Second Level

Training for the second level is designed primarily to enhance indigenous expertise in specialized and/or professional fields needed for the performance of the substantive function of the ministries or agencies concerned. The Civil Service Commission training courses for the second level are as follows:

Professional, Technical and Scientific Group – Training for this group covers substantive programs and specific management areas intended to upgrade the technical skills of the employees. The Civil Service Commission and the central staff agencies provide the centralized programs in their respective fields of specialization while the ministries are expected to organize and conduct other programs by their in-house capability or by contracting outside training resources. Personnel Management training is generally administered by the Commission while auditing, records and supply management courses are conducted by the Commission on Audit and the General Services Administration, respectively.

Among the courses conducted by the Civil Service Commission on this area are the following:

The Personnel Management Course. This four-week non-residential training intends to upgrade the abilities of personnel officers and other officials concerned with personnel administration by providing them with sufficient information and exposing them to real-life situations on the role of personnel administration in national development.

The Office of Training and Personnel Development (OTPD) has been conducting this personnel management training since the early '60s and the course content has from time to time undergone revisions to include current issues and trends. In coordination with the Joint Commission of Local Government Personnel Administration, the OTPD designed and implemented the Personnel Management Course for personnel officers in the local governments in 1978. In 1980, the course content was further revised to include once more personnel officers in the national government including government-owned or controlled corporations. Todate, the CSC regional offices continue to conduct the course.

Human Resource Management for Personnel Officers – The HRM course for personnel officers which would inevitably replace the Personnel Management Course, is presently being developed. This is a non-residential and modular training course wherein the participants have the option to choose from the different modules being offered. A participant may be considered a graduate of the course upon presentation of evidence that one has completed all the modules included in the program. Any participant who has finished or completed a particular module may not take it up again in other courses offered by the Commission, since the same will be accredited for purposes of completing other programs which include in the curricula the same module.

The program which would last for 22 days was designed mainly to equip the participants with techniques and procedures on human resource management which will facilitate the performance of the major functions of the personnel officers.

Training and Development Course (TDC) – The Civil Service Commission, through the OTPD, conducts a Training and Development Course (TDC) designed to provide opportunities for the development and enhancement of the capabilities of government trainors, in an effort to make them more responsive to the needs of their organization.

The TDC is divided into two phases: TDC Phase I is a basic course for government trainors which is an expanded and updated version of the Training Officers course pioneered by the University of the Philippines in the '50s, later turned over to the Civil Service Commission. The program aims to provide participants with the basic knowledge, skills and abilities to plan, design, implement and evaluate training and development programs in their respective agencies.

TDC Phase II is a new program for graduates of TDC I which is further divided into 3 categories: (a) Materials Development Course which aims to develop among participants the skills to prepare indigenous training materials such as case studies, role-play scripts and in-basket exercises; (b) Training Evaluators Course which intends to establish a corps of accredited training evaluators in government; and (c) Facilitators Course, which is designed to enhance the capability of trainors as facilitators of learning to enable them to conduct Structured Learning Exercises and other relevant activities that will help develop participants' sensitivity to group processes, thereby, enabling them to cope with problems arising from the learning activities of a group.

Trainors Training on Filipino Ideology – In line with the President's directive to all ministries and instrumentalities of the government to undertake a program of orientation and dissemination of Filipino Ideology among its personnel, the Civil Service Commission together with the Committee on the Propagation of Filipino Ideology through the Executive Working Group and the Government Training Officers Association of the Philippines (GTOAP), conducted a two-week residential Training of Trainors on Filipino Ideology for Chief Training Officers of various government agencies. Among the salient aims of the program are for participants to be able to: (a) explain and discuss the importance, nature and need of Filipino Ideology; (b) situate their respective agency program within the framework of Filipino Ideology; and (c) design and implement an ideology program in accordance with the nature/needs of their agencies.

In 1983, a series of three classes was held with a total of 89 participants representing military and civilian offices of the government. Last year, the fourth class was conducted with a total of 21 graduates.

Establishing a corps of accredited training evaluators.

Supervisory and Middle-Management Programs
Within the upsurge of executive development programs, the Civil Service Commission, through the Civil Service Academy, sees to it that the middle managers are also provided with adequate training designed to enhance their managerial effectiveness in carrying out their functions.

The training of supervisors is divided into two distinct programs as follows: The Supervisory Development Course and the Junior Executive Training-Supervisory Training for Effective Administrative Management (JET-STREAM).

Supervisory Development Course – Employees in the first or second levels who are promoted from non-supervisory to supervisory positions undergo a Supervisory Development Course. This course on supervision is intended to provide first-line supervisors, chiefs of divisions and probable promotees to these positions with the basic management concepts, tools and techniques in order to maximize their job effectiveness. This training which generally adopts same course content and syllabus for agencies of government. is decentralized to the agencies and ministries.

Supervisors who have reached the division chief level or equivalent position are required to go through a middle-management program.

The Junior Executive Training-Supervisory Training for Effective Administrative Management (JET-STREAM) – A revised, more comprehensive and practical integration of the Junior Executive Training (JET) and Supervisory Training for Effective Administrative Management (STREAM) programs offered as one complete course. A service-wide development program for middle managers or division chiefs manning the frontline of their respective organizations, the course was envisioned specifically to provide opportunities to participants to gain a working knowledge of the basic concepts of effective management, supervision and administration.
and administration.

A three-week live-in program, it also includes a six-day social laboratory exercise which aims to develop among the trainees an understanding of the elements that caused poverty and underdevelopment and to provide them opportunities to operationalize concepts learned in the course.

The JET-STREAM course, apart from its developmental function, has two other career implications: (a) it is accredited six (6) academic graduate units in public administration on management, and (b) for purposes of promotions, civil service examinations and other personnel actions, it is considered the equivalent of one year of supervisory experience.

Junior Managers Training (JMT) – In 1982, the Civil Service Academy launched a pilot training project for division chiefs of public enterprises, named the Junior Managers Training Program (JMT). The two-month course was a joint undertaking of the Civil Service Academy, the National Manpower and Youth Council and the Asian and Pacific Development Center. The JMT was conducted to develop the capabilities of Junior managers to be able to handle the spectrum of expertise intrinsic to their organizations and to mould them into well-rounded corporate executives responsive to the needs of a growing society.

To develop the trainees' managerial talents to the fullest, the curriculum was divided into four phases: academic, which was devoted to comprehensive sessions of one month residence on management; a 15-day on-the-job training in various departments of the organization on the overall operations, managerial and administrative facts of their respective agencies; a 15-day internship in another public enterprise; and feedback session where the trainees were brought together to exchange views of their experiences.

Human Resource Management for Middle Managers – Currently underway is a four-day seminar on human resource management tentatively set this coming June. This seminar for middle managers will give an overview of Human Resource Management in the Philippine setting and will focus particularly on the role of the managers as a leading member of the group in relation to his ability to handle people.

The Development Managers Training (DMT) There are other major training programs of the Civil Service Academy addressed to local government administrators and school executives of the middle management level. The Development Managers Training is a program for local government executives, structured towards developing them into professional managers who can effectively run and administer their respective organizations and at the same time link efficaciously with the community. This course is conducted in collaboration with the Ministry of Local Goverments and the Local Government Center of the University of the Philippines. The three-week residential program has four modules built on the same structure as the JET-STREAM, but deals mostly on local fiscal processes and local government administration. The Community Outreach portion focuses this time on more progressive communities where viable government development projects may be observed thereby giving the participants more insights on how these may be adapted to their own communities so that they may effectively contribute to the national development efforts of the government.

From 1979 to this date, DMT Classes were conducted both at the central and regional levels.

The program is accredited six units of academic study for purposes of admission to relevant civil service examinations and other personnel actions.

Trainors Training on Real Property Tax Administration (RPTA) – The first of its kind in the country, this course was spearheaded by the Ministry of Finance in 1983 in consortium with the Civil Service Commission through the Civil Service Academy, University of Southern California and the United States Agency for International Development (USAID). The six-week course aimed to establish an improved and uniform system of real property tax administration in all local government units throughout the archipelago which would result to sound financial operations by upgrading the technical capabilities of treasurers and assessors along this area. The program also hoped to produce a corps of trainors tasked with training other treasurers and assessors in the implementation of a new real property tax administration scheme in the Philippines.

Programs for the School Executives – The Ministry of Education, Culture and Sports, realizing the vastness of its manpower complement and the uniqueness of its function felt that their middle executives who directly manage the educational system of the country should be trained separately from the other middle managers. Thus, it has at present three separate programs designed and implemented in coordination with the Civil Service Academy. These are the *SEDP*, The *DPSDS*, and the *DPSSP*. However, this year, in view of some financial constraints, the Ministry will solely conduct the programs.

The School Executive Development Program (SEDP) – Has been designed to develop the leadership and management skills of the school superintendents and assistant school superintendents as administrators of educational programs and as leaders in community development. The program is a six-week activity which was started in 1978 as a component of the Superintendent examination, without which no Superintendent eligibility may be obtained. The residential training program is composed of three modules, namely: personal awareness, educational leadership, and management skills and organizational leadership. One essential component of the program is a two-day field visit to communities where model school projects affecting community and economic development may be observed.

The Development Program for Schools District Supervisors – A 5-week residential course, has for its participants school district supervisors. The course content of this program is essentially the same as that of the SEDP but tailored to suit this management level.

To afford secondary school principals the chance to develop their managerial capabilities as well as leadership and interpersonal skills and thus be able to work hand in hand more effectively with their district supervisors and superintendents, a similar course, the Development Program for Secondary School Principals is also being conducted. This four-week residential training was initially launched in 1982.

The Career Executive Service Development Program

BY JOSE P. DE JESUS

Currently executive vice-president of the Development Academy of the Philippines, J.P. de Jesus obtained his Ph. D. in Human Development at the University of Chicago.

THE REORGANIZATION of government following the declaration of Martial Law saw the adoption and operationalization of new and innovative concepts in public administration. Among these innovations is the formation of a distinct bureaucratic echelon called the Career Executive Service (CES), the third and highest level of the Civil Service. It includes the positions of deputy minister, assistant secretary, bureau director, assistant bureau director, regional director, assistant regional director, and such other positions of equivalent rank in the national government identified and classified by the Career Executive Service Board (CESB) as belonging to the CES.

The idea to establish the CES began in the early 1960s as a reaction to the inadequacy of the bureaucracy, especially at the executive level, to respond to the exacting demands of development. The civil service then was not geared to meet the executive manpower needs of the government. The filling of higher administrative positions was often based on considerations other than merit and competence: Promotion was also confined to the person "next in rank" who may not have been capable of assuming the responsibilities of the position. Moreover, personnel classification and compensation were uniformly based on concepts and procedures suited only to positions in the lower level of the Civil Service and not to managerial posts of the higher level.

Thus the CES was created in 1972 with the promulgation into law, through Presidential Decree No. 1, of the Integrated Reorganization Plan. Part III, Article IV of the Plan provided for the creation of the CES and the CESB as its governing body. The CES became operational with the issuance of P.D. 336 and Letter of Instruction No. 146 directing the Development Academy of the Philippine (DAP) to initiate and help the CESB in the organization and operation of the CES, and to develop and implement its training program. On November 14, 1973, the President appointed the first members of the CESB.

The CES has two major goals: first, to raise the level of competence and commitment in the public service: and, second, to transform the bureaucracy into a dynamic, purposeful and effective instrument for the realization of development goals and other national aspirations.

The CES hopes to achieve these goals by providing government with a pool of well-selected and development-oriented career administrators. This group of senior executives are carefully selected on the basis of high qualifications and competence. Skilled in both techniques and processes of management and imbued with a deep sense of commitment and dedication to public service, these career executives act as catalysts for administrative efficiency and as agents for innovations in policy.

The CES Concept

The CES, unlike the first and second levels of the Civil Service, seeks to modify the position concept in the career service. In the CES, the status and salary of career executives are based on rank and not on the position that they occupy at any given time. This innovation allows for mobility or flexibility of assignments, such that the government can utilize the services or special talents of career executives wherever they are most needed or will likely create the greatest impact. This feature is especially relevant in a developing country which cannot afford to have its scarce executive manpower pegged to particular positions.

Entry into the CES requires possession of a CES eligibility which is earned by a CES candidate who successfully completes the Career Executive Service Development Program (CESDP) and who meets all other requirements prescribed by the CESB. Upon becoming a CES eligible, he may then be appointed to a rank by the President – thus becoming a Career Executive Service Officer (CESO) – and assigned a specific position in the government executive service. Promotion to a higher rank is made on the basis of a system of performance evaluation. An assignment or a reassignment to a higher CES position may also be considered as a basis for promotion to a higher rank.

The Career Executive Service Development Program (CESDP)

CESDP is a residential management training program developed and conducted for the CES Board by the DAP. It aims to produce a corps of development managers who are knowledgeable and skillful and whose commitment is to development. In the pursuit of this commitment, the development manager assumes various roles, mainly those of:

Expert, who is capable of identifying problems and solutions to them, recognizes the priorities of development tasks and applied his expertise to these tasks.

Change agent, who knows the conditions and directions of change, understands his role in helping people adjust to change, and knows how to direct efforts towards change.

Leader, who organizes and mobilizes people and resources to fulfill his tasks, and bring together various groups to work for common development goals.

CESDP is implemented in two phases:

1. CESDP Phase I is a 10-week residential training program for incumbents of CES positions nominated by their respective ministries to participate in the program. The program includes the following features:

A one-week "barrio/village immersion" during which the participants live in selected rural communities as a learning and teaching experience; and

A six-month monitoring of the participants' on-the-job performance and implementation of their individual re-entry plans (REPs). REPs are action programs developed by participants during the residential portion of the training and which they are required to implement in their back-home job situation.

Satisfactory performance in the residential portion and successful implementation of the re-entry plans are requisites for graduation in the program.

2. CESDP Phase II is a 38-week program for middle managers or occupants of positions immediately below CES. The objective of Phase II is to produce a corps of CES eligibles readily assignable for service in the CES as positions become vacant.

Entrance to Phase II is rigid and by individual application. An applicant should pass a competitive Managerial Aptitude Test Battery (MATB) and an Assessment Center to be able to join the program.

Core Subjects and Modules

Far from being academic in its approach and orientation, the aim of the training course is to help career executives become more effective administrators, rather than learned academicians or skilled technicians.

CESDP revolves around six modules, namely:

1. *Public Service in a Time of Crisis.* This module aims to develop among the participants a keen awareness of the basic purposes of government in the context of contemporary problems and realities, and thus enable them to assess and improve their performance as persons responsible for the delivery of public service. The ideals of public service, social justice and public accountability are highlighted in this module.

2. *Dynamics of Human Behavior.* This module explores the impact of communication on work accomplishment and personal relations and contains topics and structured learning exercises on self-awareness, communication models, teambuilding, management of learning, motivation, etc. Personal action plans to develop skills needed are carried out by participants throughout the residential portion of the program.

3. *Planned Change.* This module examines the various considerations involved in the management of change programs including the social development dimension incorporated in government development programs and the strengths and weaknesses in the service delivery system. A significant feature of this module is the "barrio immersion" exercise.

4. *Organization Analysis and Change.*

This module aims to impart skills to participants on how to diagnose the effectiveness of their respective organizations (agency or ministry) and to identify areas for planned change intervention to enhance the effectiveness of these organizations. These are explored through lectures, case analyses and readings.

5. *Development Management.* This module deals with the concepts and practices of plan formulation and implementation as applied to projects that focus on poverty alleviation, public service ethics, and administrative and political linkages. The module's content areas include management tools and techniques, agency planning, and project development and management.

6. *Philippine Administrative System.* This module aims to present a clear picture of the components structure, working linkages, and characteristics of the Philippine administrative system in order to identify constraints and opportunities, and to evolve feasible means of increasing administrative accessibility and service delivery of government programs. With a better understanding of this whole system, it is hoped that government executives are able to identify improvements in their own agencies and departments.

The course content of CESDP Phase II is similar to Phase I, except that the training modules are treated more extensively and comprehensively.

Underemployment rate swelled to 36.2% in 1984.

Some Achievements in Materials Development for CESDP.

The volution of CESDP as a major management training program for public management in the Philippines has produced indigenous training materials and approaches related to the training needs of the CES. Some of these are:

1. *Capability Building Exercise (CBX) Model.* The CBX is a community management framework developed for the barrio immersion exercise of CESDP for examining community dynamics and exploring the possibility of harnessing indigenous community resources for self-development. This model was evolved by the Development Academy of the Philippines, to help development managers (the CES) understand the processes involved in mobilizing and activating local communities for development efforts. This indigenous model operationalizes the principles of people's participation and self-reliance in solving community problems.

2. *''Masagana 99'' Management Game.* This management game is an exercise in planning and decision-making under conditions of high risk and uncertainty. The game simulates the rice production and marketing cycle of Philippine rice farmers which is characterized by risks and uncertainties relative to weather, pests, drought and typhoons, and fluctuation of prices.

The exercise is incorporated under the Development Management Module of CESDP.

3. Integrad Game. Integrad is a management game focusing on the interplay of various development factors in a specific region or area. The exercise specifically gives participants inputs in identifying problems, prioritizing and packaging programs and projects, and negotiating for resources to implement these projects.

Sessions Conducted

To date, 18 sessions of Phase I and two sessions of Phase II have been conducted with a total of 1,007 graduates coming from 26 ministries and government agencies. In terms of distribution by functional grouping of ministries, 415 of the 1,007 graduates belong to the economic development group, 318 to the social development group, and 284 to the general government group.

A nineteenth session of Phase I has just been completed. The residential portion started on September 30 and ended in December 1984. A six-month monitoring period and implementation of the participants' REPs is now ongoing.

The Employment Outlook: Plans and Priorities

BY MARY ANN FERNANDEZ

THE GOVERNMENT is mandated by the Constitution to promote full employment. This governmental task is partly exercised by the Ministry of Labor, one of whose three major concerns is employment promotion. The Bureau of Local Employment implements the employment promotion activities of the Ministry through the employment service program.

The national goal of providing employment to all the men and women willing and able to work transcends partisan considerations. This priority has become even more evident and compelling, what with the high population growth at about 2.8 percent annually, the 3.6 percent annual average increase in the labor force between 1975 and 1980 and 4.3 percent between 1980 and 1984, and the economic crisis that has negated the employment gains made in the past.

Today, open unemployment fluctuates at rates of more than 6 percent compared to only 4 percent in 1979. Underemployment, which indicates the extent of deutilization of the employed labor force, is on the rise. From only 10.3 percent in 1980, underemployment rate has swelled to 36.2 percent in 1984. The bottom line is that now more and more persons are having difficulty finding employment. Or if employed, a great number of them (one out of three) now work for lesser number of hours as they did four years ago.

These circumstances only underscore the relevant and ever-expanding role of the employment service in facilitating the matching of jobs and people and in providing assistance to self-reliant or entrepreneurial employment schemes. This article will present the efforts to cushion the impact of economic crisis on employment and to assist in the economic recovery through the program of employment assistance.

Employment Trends, 1979-1983

The proportion of total employed persons to the total labor force has declined from 96 percent in 1979 to 94.7 percent in 1980 and 1981 and 94 percent in 1982. In 1983 the employment rate recovered at 95.4 percent. However, the absolute number of employed persons grew by 3.2 million, 814,000 annually, to reach 19.522 million in 1979. This happened because the number of persons joining the labor force was higher at 880,000 yearly during the same period.

The worsened employment situation in the early '80s was hastened by the decreased production and lessened expansionary activities of the non-agricultural industries resulting in employment reductions of 568,000 between 1979 and 1980. Between 1981 and 1982, employment in both the agriculture and non-agriculture sectors declined by 9,000 and 72,000, respectively.

In 1983 there was an improvement as the employment rate rose to 95.9 percent, up from the 1982 level of 94.5 percent. Employment in both the agriculture and non-agriculture sectors picked up and this accounted for the modest recovery felt during the 2nd and 3rd quarters of that year. This upward trend in employment was, however, arrested towards the latter part of 1983 as the country's foreign debt negotiations were delayed and depressed the economy.

The period 1979 to 1983 is characterized by the expansion of agricultural employment and the contraction of employment in the

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non-agricultural sector. Whereas in 1979 the non-agricultural sector had a higher share of 52.4 percent of total employment, the trend was reversed in 1981 as the agricultural sector's employment share expanded to 51.2 percent from 47.6 percent in 1979. By 1983, the agricultural employment had a dominant share of 52.2 percent.

Employment Situation in 1984

The scarcity of jobs for people wanting them was apparent in 1984. This was the employment effect of slowed down business activity in the latter part of 1983 due to lack of imported raw materials. In the 1st quarter of 1984 the employment rate dropped to 93.7 percent, the lowest in ten years since 1974. As a result, the number of employed persons declined by more than 950,000, from 19.67 million in 1983 to 18.72 million in March 1984.

Correspondingly, the number of unemployed persons went up to 1.258 million in the 1st quarter of 1984 from only 850,000 in 1983. By September the NCSO reported that 1.3 million people were unemployed. Consequently, the combined employment of the industrial sector (manufacturing, electricity, construction and transportation) decreased by 84,000, between March and September 1984. Employment cutbacks have likewise affected the financing/business services sector by 35,000.

The employment downtrend in the industrial and financing services in 1984, as reflected from NCSO data, was consistent with figures in the termination reports submitted to the MOLE by establishments nationwide, the NEDA Employment Index on Key Manufacturing Establishments, and the Labor Turnover data of firms from January to October.

In 1984 a total of 86,186 workers were terminated from some 2,134 establishments which resorted to shutdown of operations. This was 14 percent higher than the 75,428 terminations reported in 1983. The number of establishments that folded up in 1984 was even higher by 68 percent than the number recorded in 1983.

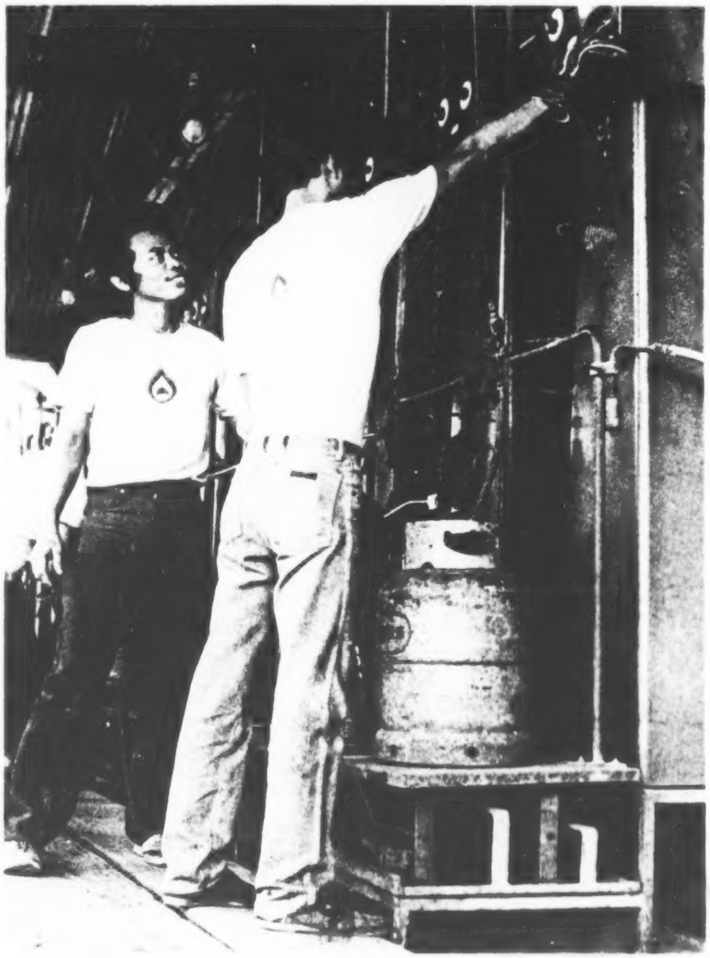
The bulk of terminations occurred in the industrial sector (manufacturing, construction, transportation and mining) which absorbed a combined total of 72 percent. The financial and business services sector contributed four percent. The rest of the terminations came from trade, personal services and agriculture sectors.

The NEDA Employment Index of Key Manufacturing Enterprises also exhibited similar shifts in employment. On the aggregate, manufacturing employment dropped by 2.9 index points in a period of 10 months from 87.5 in January to 84.6 in September.

The Labor Turnover trends of manufacturing establishments in Metro Manila also followed the same negative employment growth pattern reflected in the NEDA manufacturing employment index report for 1984.

From January to October 1984 the average monthly separation rate of 2.19 percent dominated the accession rate which stood at a monthly average of 2.02 percent. This means that employment was down by 1.7 percent from January to October at a monthly average of 0.17 percent. In short, this implies that over the 10-month stretch in 1984 a monthly average of only 202 jobs were available for every 10,000 workers in Metro Manila and that for every 10,000 employed workers, a monthly average of 219 were separated.

A substantial reduction of unemployment rate to the 20-30 level by 1985.



MOLE's Local Employment Contribution, 1979-1984

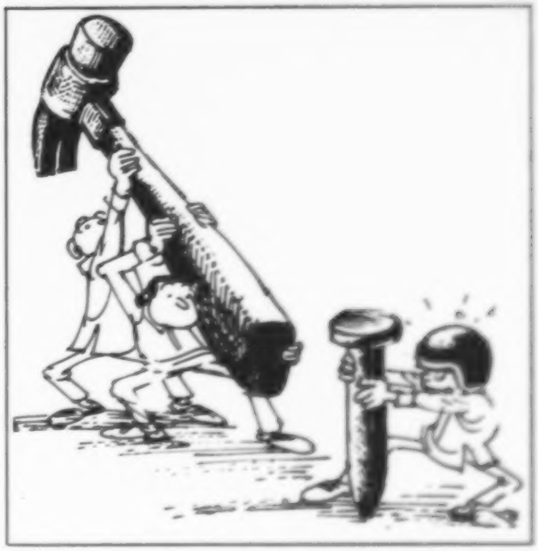
The Ministry, in pursuit of its employment promotion function, regularly obtains information on job vacancies and training needs of employers, registers applicants and refers them to employers in need of workers. From 1979 to 1984, the Ministry has enhanced the placement of 221,063 workers into gainful employment through its various employment programs.

Around 44.6 percent of 98,622 of the total placements was effected by the referral program with the different employment offices acting as facilitators in the employment market. Actually, a total of 424,565 job applicants was registered by the public employment offices during the five-year period. However, only 236,744 applicants or 55.8 percent of the total registrants were referred to 250,721 solicited vacancies as the remaining 187,821 applicants (44.2 percent) were only given further employment counselling.

To help meet the country's demand of trained manpower, the Ministry has also successfully trained and graduated 95,142 apprentices, 94.5 percent or 89,877 of which were absorbed by the sponsor companies. The total number of absorbed apprentices represents the 40.7 percent share of the Apprenticeship Program of the total local placements. The Learnership Program contributed the remaining 32,564 or 14.7 percent of the placements.

Except for the Apprenticeship/Learnership Programs, the Referral Program of the Ministry has retrogressed over the years. Placements consistently dropped from 26,910 in 1979 to 19,125 in 1980, 15,363 in 1983 and 11,111 in 1984. This was also the trend for registrations, referrals and vacancies.

Against registration, referrals and vacancies solicited, the yearly volume of placements were definitely lower. Such low rate of placement (placement over vacancy), effectivity rate (placement over referral), and absorption rate (placement over registration) at 39.3 percent, 41.7 percent and 23.2 percent in that order indicates the need to improve the present employment service delivery mechanisms. The referral program was overshadowed by the overseas employment program where the Ministry has focused its priority during the last five years to take advantage of the huge demand of Filipino workers abroad. With signs of tapering off in overseas demand, the referral program could be expected to perform a more aggressive stance in employment promotion. This is the thrust that will be vigorously pursued in 1985 and the years immediately ahead.



Employment Prospects

The employment picture for 1985 and the years immediately ahead will depend greatly on how fast the economy recovers from setbacks experienced in 1983 and 1984. Early signs of economic recovery are now indicated by the stabilization of the peso against the dollar, the lowering of inflation rate from a peak of 63.82 percent in October 1984 to 50.83 percent in December and 40 percent in January 1985, and the rise in foreign currency reserves from only $247 million in October to $921 as of December 1984. Along with new money committed by the country's creditor banks this year, a 1.5 to two percent growth of the economy can be expected by year's end.

With the growth in the economy, the employment level is also expected to post a 2.5 to three percent growth in 1985 over last year's figure. This means that employment will expand by almost 600,000 between 1984 and 1985. Most of the employment increments in 1985 will be absorbed by the agriculture sector primarily because of greater government concern for developing a stronger agro-industrial base. The favorable prospects for agricultural investments may either cause the voluntary movements of employed persons to the agriculture sector or workers may be drawn by companies shifting to agricultural production.

Notwithstanding this projection, the number of unemployed persons will still rise to

1.4 million in 1985 and 1.5 million in 1986. This will aggravate the unemployment rate to 6.8 percent in 1985 and 7.1 percent in 1986.

Also, the diminished demand and shortened overseas contracts of Filipino workers could adversely affect the employment situation. What lies ahead is the potential problem of re-absorbing the returning overseas workers into the domestic labor market.

Towards the end of 1985, the underemployment rate is expected to be substantially reduced to the 20-30 percent level as the economy recovers. By 1986 and onwards, the underemployment rate will hopefully settle to the 15 percent mark.

Employment Promotion Strategies

Given the employment scenario for 1985 and the succeeding years, the Ministry hopes to respond to the imperative need by adopting a three strategies aimed at streamlining the employment programs for a more effective delivery of services. These include the following:

a) *Strengthening of the Public Employment Offices*

The employment service program will be strengthened in terms of improving its operational efficiency through redirection of plans and priorities and the re-opening of inactive employment offices and the possible establishment of new ones in strategic areas of the country.

Streamlining employment programs for effective delivery of services.

b) *Improve the Labor Market Information System*

The labor market information system will be invigorated to effectively support the operations of the public employment centers. Along this line, a closer coordination with the private sector will be forged so that the employment situation could be quickly and accurately monitored. Improving data collection and retrieval through close coordination with employers are essential since the greater task of job generation is placed on the private sectors.

c) *Developing Assistance Schemes for Sheltered and Entrepreneurial Employment*

The Ministry will also encourage and assist persons who can not be accommodated in the Referral or Apprenticeship/Learnership Program find income generating activities in workers' cooperative ventures or in putting up of individual businesses. Priority for this scheme will be the dislocated sugar workers and the returning overseas workers.

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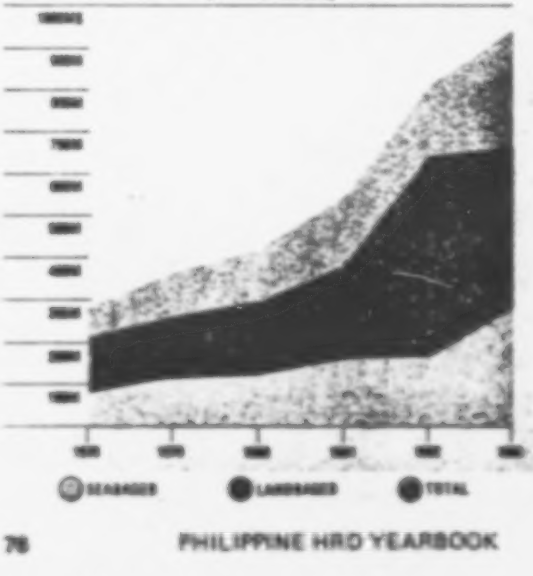
Overseas Employment: Trends and Prospects

BY PATRICIA A. STO. TOMAS

TEN YEARS after it became an official government program, overseas employment has emerged as a major national concern. In many ways, it has overshadowed the admittedly more important question of the domestic generation of jobs. Since it brings in valuable foreign exchange at a time when the the country's balance of payments situation is particularly critical, because its impact on the life of the people it affects is most visible and dramatic, because it offers an attractive option to local opportunities, overseas employment directly affects national life. The discussion of any issue related to it triggers a quick response in the country's nervous system and any changes in policy or program directions, whether real or imagined generates spirited public debate.

FOREIGN EXCHANGE GENERATED BY OVERSEAS CONTRACT WORKERS – 1978-1983 (in million dollars)



The objectives of the overseas employment program remain as they were in 1974: the generation of jobs for the existing labor surplus in the country; the generation of foreign exchange through remittances of workers salaries and the protection and the promotion of the welfare of Filipino workers overseas. These objectives find expression in a variety of policies which include

First, the establishment and maintenance of a licensing and registration system to regulate private sector participation in the recruitment and placement of workers overseas;

Second, maintenance of a registry of skills for overseas placements;

Third, actual placement and recruitment of workers to service the requirements of foreign governments;

Fourth, promotion of the development of skills and the careful selection of Filipino workers;

Fifth, undertaking of systematic and regular market development activities; and

Sixth, improvement on the terms and conditions of employment of Filipino workers overseas.

To better understand the overseas employment program, let us take a quick look at the history of the rules and regulations governing its implementation.

History of Government Regulation

Government regulation of overseas employment may be said to have developed as a function of market growth. Since 1915 and until 1974, government regulation was hardly felt except for the licensing system provided for in Act 2486 and sporadic Department of Labor orders that spelled out minimum contract conditions, a policy on dollar remittances

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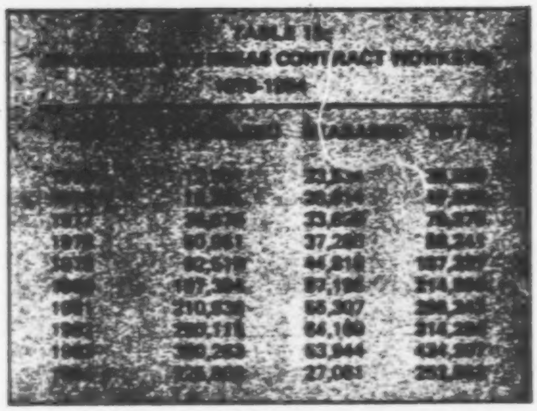

TABLE 1[illegible]

[illegible] OVERSEAS CONTRACT WORKERS

[illegible]-1984

[illegible]	[illegible]	SEABASED	TOTAL
[illegible]	[illegible]	23,5[illegible]	36,[illegible]
[illegible]	19,[illegible]	28,614	47,[illegible]
1977	36,676	33,6[illegible]	70,375
1978	50,961	37,280	88,241
1979	92,519	44,818	137,337
[illegible]	157,394	57,196	214,590
1981	210,936	55,307	266,243
1982	250,115	64,169	314,284
1983	380,263	53,944	434,207
[illegible]	[illegible]	27,081	252,[illegible]

for salaries earned abroad, procedural rules and regulations. If we were to map out the history of government regulation of overseas employment, three distinct periods may be identified.

Before 1974, or the Pre-Labor Code period which was characterized by minimal government supervision and exclusive private sector participation in the industry.

1974-1978, or the immediate Labor Code period which envisioned government control of the overseas employment industry and the eventual phase-out of private sector participation.

1977 – present, or the New Labor Code period which resumed government supervision in a more organized manner and delineated government and private sector participation in the overseas employment program.

Pre-Labor Code Period

Act 2486 was the first manifestation of government regulation of overseas employment. Among others, it provided that:

First, every person or entity recruiting for overseas employment must pay an annual tax of ₱500.00 to each of the provinces where laborers are contracted or recruited;

Second, recruitment of members of non-Christian tribes for exhibition purposes is prohibited;

Third, return transportation for workers who have finished their contract or who have become unfit for work because of physical incapacity is guaranteed;

Fourth, every recruiter must pay an annual license fee of ₱6,000.00 to the Insular Treasury; and

Fifth, no contracting of minors under age 15 and minors of age 18 without the written consent of parents or guardians may be permitted.

Between 1915 and 1970, it may be assumed that the volume of overseas employment was not particularly substantial and the labor market, both overseas and locally, was not widely differentiated so that Act 2486 sufficed as principal basis of government policy on contract migration. During this period, a number of Department Orders were promulgated spelling out the finer details for implementing Act 2486 but these were, for the most part, procedural.

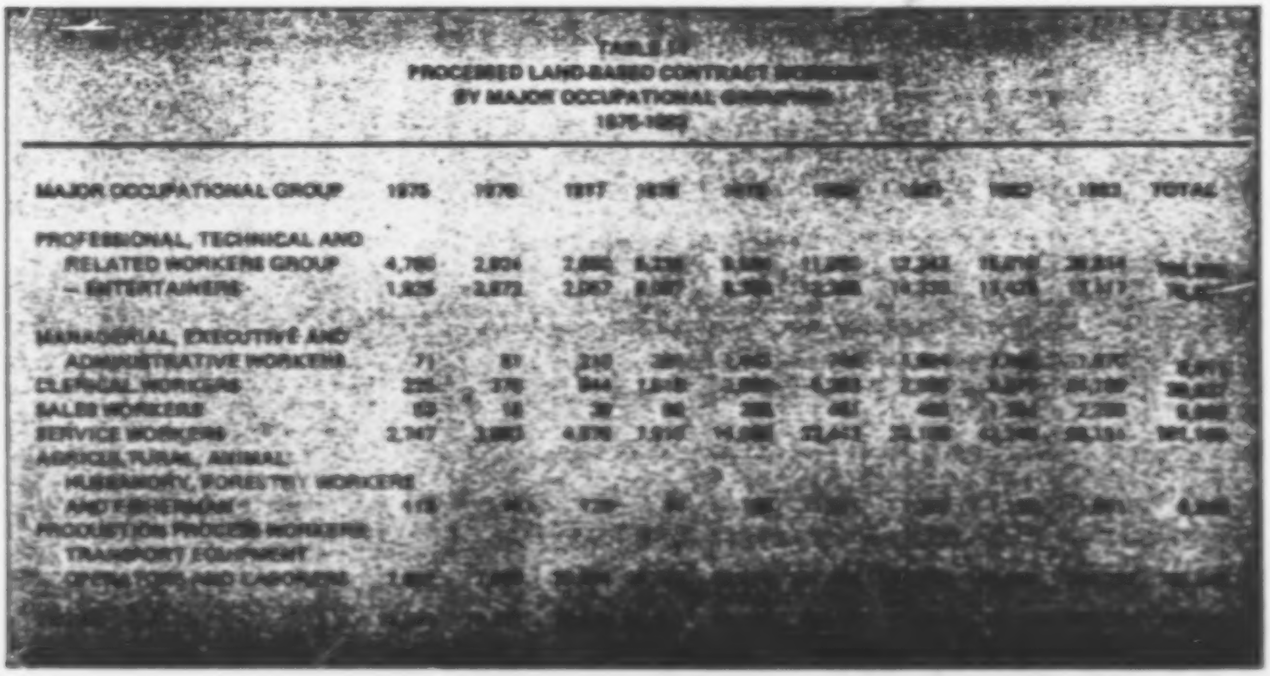

TABLE 1[illegible]

PROCESSED LAND-BASED CONTRACT [illegible]

BY MAJOR OCCUPATIONAL [illegible]

1975-19[illegible]

MAJOR OCCUPATIONAL GROUP	1975	1976	1977	1978	1979	1980	1981	1982	1983	TOTAL
PROFESSIONAL, TECHNICAL AND RELATED WORKERS GROUP	4,780	2,804	2,[illegible]	[illegible]	[illegible]	11,[illegible]	17,[illegible]	[illegible]	[illegible]	[illegible]
– ENTERTAINERS	1,825	2,872	2,067	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
MANAGERIAL, EXECUTIVE AND ADMINISTRATIVE WORKERS	71	[illegible]	210	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
CLERICAL WORKERS	225	376	944	1,8[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
SALES WORKERS	[illegible]	18	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	2,2[illegible]	[illegible]
SERVICE WORKERS	2,347	[illegible]	4,876	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
AGRICULTURAL, ANIMAL HUSBANDRY, FORESTRY WORKERS AND FISHERMEN	115	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
PRODUCTION PROCESS WORKERS, TRANSPORT EQUIPMENT OPERATORS AND LABORERS	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

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Advancing national interest through the orderly deployment of Filipino workers overseas.

Promulgation of Labor Code

In 1968, the first efforts toward a Labor Code began. In the same year, a set of policies, rules and regulations governing the overseas labor business was promulgated through Department Order No. 4.

Presidential Decree 442 also known as the Labor Code of the Philippines, was signed into law on May 1, 1984. It, ushered a new period in government regulation and supervision of overseas employment

To begin with, the Code created two new structures– the Overseas Enployment Development Board and the National Seamen Board–which were tasked to undertake the systematic overseas employnent of landbased workers and seamen, respectively, in excess of domestic needs. These two bodies were apparently in preparation for another provision in the Code which states that:

"... (No) new application for a license to operate... shall be entertained upon the effectivity of this Code. The Department of Labor shall, within four (4) years from the effectivity of this Code, phase out the operation of all private fee charging employnent agencies, including those engaged in the overseas recruitment and placement of individuals for personnel services or to make up the crew of a vessel."

The same Code banned the direct hiring of workers for overseas employment, made mandatory the remittance of foreign exchange earnings, prohibited travel agencies from engaging in the recruitment business allowed the charging of placement fees for overseas employment applicants and prohibited other practices.

Clearly, at this point, what was envisioned was not simply government regulation or supervision but eventual government control of overseas employment. This was not without basis, however, since this early there were already indications of private sector abuse of their participation in the overseas employment program.

In 1978, P.D. 1412 amended the Labor Code and reinstated private sector participation in overseas employment. At this point, placement volume was at the 80,000 level or 150 percent higher than the 1974 figures. The demands of a booming overseas market was more than what the government machinery could handle.

In 1980, P.D. 1691 further amended the Labor Code and limited the Overseas Employment Development Board "to recruit and place workers for overseas employment on a government-to-government arrangement and in such other sectors as policy may dictate."

In 1982, Executive Order 797 consolidated the Overseas Employment Development Board, the National Seamen Board and the overseas employment functions of the Bureau of Employment Services into the Philippine Overseas Employment Administration. Today, the Philippine government participates as well as supervises and regulates private sector participation in the overseas employment program.

PROCESSED OVERSEAS CONTRACT WORKERS
1975-1983

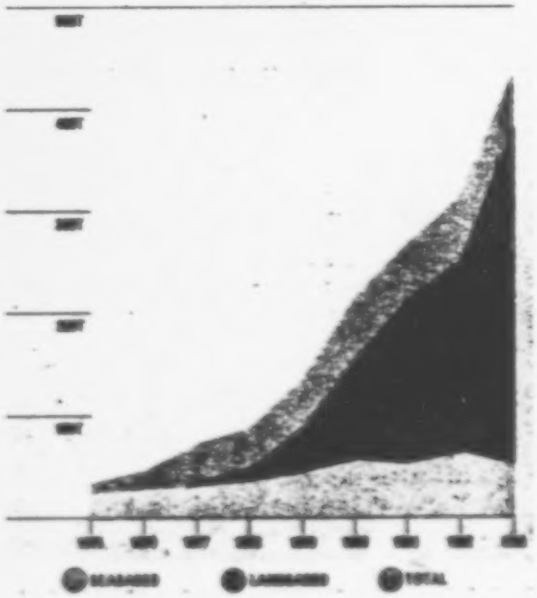


TABLE 15
PROCESSED LANDBASED OVERSEAS CONTRACT WORKERS
BY MAJOR WORLD GROUPING
1975-1983

	1975	1976	1977	1978	1979	1980	1981	1982	1983	TOTAL
AFRICA	342	473	515	1,305	1,134	1,611	2,144	1,098	2,353	**10,975**
ASIA	4,217	5,399	5,290	9,994	12,604	17,708	20,322	31,011	40,814	**147,359**
EUROPE	3,160	2,902	2,482	1,268	673	846	1,126	1,465	2,878	**16,800**
MIDDLE EAST	1,552	7,813	25,721	34,441	73,210	132,044	183,582	211,003	323,414	**992,780**
OCEANIA	551	133	139	80	312	165	223	683	2,072	**4,358**
THE AMERICAS	2,286	2,168	2,266	3,371	3,744	3,534	2,101	3,707	5,646	**28,823**
TRUST TERRITORIES	393	333	263	502	842	1,486	1,438	1,148	3,086	**9,491**
TOTAL	**12,501**	**19,221**	**36,676**	**50,981**	**92,519**	**157,394**	**210,936**	**250,115**	**380,263**	**1,210,586**

Forms of Government Regulation and Supervision

Government regulation and supervision take a number of forms. But whatever forms they might take they have only one avowed purpose: to promote the national interest through the systematic and orderly deployment of Filipino workers for overseas jobs. More specifically, the government seeks to maximize job opportunities during a period of developmental transition, to generate additional foreign exchange to alleviate the national balance of payments situation and to secure the best possible terms and conditions for the Filipino worker.

Licensing

Licensing is one of the most basic forms of government regulation. In 1974, there were 18 licensed recruitment agencies. Between 1978-1982, the number balooned to more than 1,000. Given the highest worker deployment level of 400,000 in 1983, this means that average placement would be 300 persons per agency which is mathematically not big enough to ensure agency viability. In 1982, therefore, Letter of Instruction 1190 was issued directing that no new applications for licenses to operate private employment agencies engaged in the recruitment and placement of Filipino workers for overseas employment shall be granted except as the President may himself allow.

To date there are 981 agency participants in the overseas employment program. They are further disaggregated into 494 recruiters, 235 construction contractors, 83 service contractors and 192 manning agencies. Agency participants pay an annual license fee of ₱6,000.00, a cash bond of ₱50,000.00 and a surety bond of ₱150,000.00.

In addition, all registered agencies have to submit regular deployment reports, remittance reports and clearances from legal or financial accountabilities. At the start of operations, they also have to submit their incorporation papers (if a corporation) or registration with the Bureau of Domestic Trade in the case of a partnership or a single proprietorship, including clearances from police and the Philippine Constabulary.

The power to issue licenses also connotes the power to revoke, cancel or suspend the same. This is invoked when, upon proper hearing an investigation, any agency is found to have violated the rules and regulations pertaining to overseas employment.

Centralized Accreditation and Contract Processing

Foreign employers, before they are allowed to recruit through their local agents, must first undergo a process of accreditation. Among others, this is meant to find out the legitimacy of the operations of the principal and his capability to hire workers under specified minima of wages and working conditions. This process also seeks to determine the reliability of the principal vis-a-vis other agents he may have earlier contracted for the recruitment of his required personnel.

On the other hand, all Filipino workers

whether they are newly hired workers or returning workers need to have their contracts processed by POEA. This is for monitoring and control purposes since some workers opt to hire directly themselves directly without any of the minimum guaranteed provisions of government approved employment contract. These minimum requirements include:

a) Guaranteed wages for regular working hours and overtime pay for services rendered in excess of basic working hours in accordance with the standards established by the Ministry.

b) Free transport from point of hire to site of employment and return.

c) Free emergency medical and dental treatment and facilities.

d) Just cause for the termination of the contract or of the services of workers.

e) Workmen's compensation benefits and war hazard protection.

f) Repartriation of worker's remains and properties in case of death to the point of hire, or if is not possible under the circumstances, the proper disposition thereof, upon prior arrangement with the worker's next-of-kin and the nearest Philippine Embassy, Consulate, or Regional Labor Center.

g) Remittance of worker's salaries, allowances or allotment to his beneficiaries through the Philippine banking system and in accordance with the procedures set by the POEA.

h) Adequate board and lodging facilities.

i) Grievance machinery for workers.

To enforce these procedures, Labor Assistance Centers check on all out going contract workers for a travel exit form issued by the Contract Processing Group. Absence of this travel exit form is sufficient ground to prevent any Filipino worker from leaving the country.

Standard Format of Employment Contracts

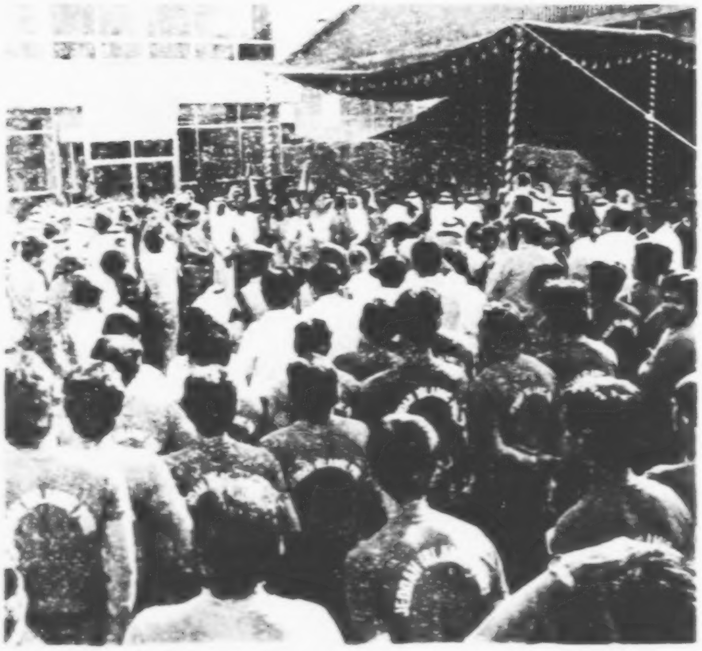
In order to standardize employment terms and conditions and further provide protection to its nationals, POEA develops country and skills-specific employment contracts that take cognizance of the prevailing labor and social legislations at the site of employment. The standard format of employment contracts sets the minimum standards of the terms and conditions of employment. Whenever applicable, all employers and principals are made to adopt the model employment contract in connection with the hiring of workers without prejudice to other terms and conditions over and above the minimum standards of the Ministry.

Dispute Settlement Machinery

All disputes arising out employer-employee relationship or from the interpretation of employment contracts are subject to an adjudication system of POEA. Where employ-

AU MANAGEMENT SERVICES

Standardizing employment terms and conditions for nationals.



The market for Filipino manpower points to the Middle East.

ers are found to be at fault, their agents – who hold themselves jointly liable with their principles – are subject to certain sanctions, including confiscation of bonds and/or revocation or suspension of license

Government Participation

The subject of government participation in overseas employment is an issue of long-standing controversy in the Philippine overseas employment program. Among others, it is raised that government cannot regulate and participate at the same time. It is also alleged that government participation is a violation of the free enterprise system.

Still, government participation continues on the following grounds:

First, it is mainly limited to government-to-government transactions;

Second, it is non-fee charging;

Third, it offers a consumer option/alternative to a job market that has been highly subject to abuses.

In this instance, the government takes direct responsibility for the protection and welfare of the workers it deploys.

Country Destinations

Based on commulative figures for the period covering 1975-1979, the top ten employers of Filipino manpower consisted of countries coming from five major world regions composed of the Middle East, Far East, Europe, the Americans and the Thrust Territories. Compared to the period covering 1980-1984 only those countries in the Middle East and the Far East dominated the top ten employers listing. Guam, U.S.A. (mainland), England and Iran were dislodged by Libya, Bahrain, Brunei and Singapore.

Countries which made significant gains were Iraq which jumped from tenth to second place and the United Arab Emirates which rose from eight to the fourth place.

In terms of average annual hiring (AAHV), only the USA among the countries which were dislodged, did not suffer a volume decrease. Dramatic increases in AAHV's were noted in Brunei, Singapore, Iraq, Libya and Saudi Arabia, all of whom registered increases of about 2,000 percent and above. Given these trends, the market for Filipino manpower points to a concentration of demand in the Middle East countries. In the Far East only Brunei and Singapore show promising markets aside from the traditional destinations of Hongkong and Japan.

Trend in Demand by Occupational Groups

During the 1975-79 period, production process workers, transport equipment operators and laborers (C-7) accounted for 57.6 percent of all landbased workers processed by the Ministry of Labor and Employment, while professional, technical and related workers including entertainers (C-1) composed of 22.4 percent. In the succeeding years (1980-1984, 1st sem.) C-1 workers had only 14.1 percent while C-7 workers accounted for a bigger share, 64.2 percent.

Latest figures, however, a shift in trends was shown in the comparative analysis of January to September 1983 and 1984 figures. These figures (Table 3) would show that C-1 workers increased their share of the market from 13.4 percent to 16.8 percent while C-7 workers decreased from 66.4 percent to 57.4 percent. An even closer analysis based on the figures of the first three quarters of 1984 would show that C-1 workers increased their market shares from 14.35 percent to 16.44 percent and to 21.58 percent from the first to the third quarters respectively. The C-7 workers on the other hand decreased their market share from 63 percent in the first quarter to 55.8 percent in the second quarter and only 50.4 percent in the third quarter.

These trends reflect the diminishing demand for C-7 workers most of whom belong to the construction skills category while C-1 workers continue to gain in demand overseas.

Another noteworthy category of workers is that of service workers (C-5) who accounted for 15.7 percent of workers processed during 1975-79. In the 1980-1984 period, this category increased its percentage share to 16.8 percent. In 1984, these workers showed significant gains in the market demand profile as C-5 accounted for 20.2 percent of workers processed during the first three quarters of the year, surpassing the C-1 workers.

On the whole, these figures point to a definite shift in demand among landbased workers from low-skilled workers to higher-skilled and technical workers indicative of developments in the primary markets for overseas workers.

As a separate class of workers, seamen have accounted for a steady market share of Filipino overseas workers. In the 1975-79 period a total of 167,945 contracts for seamen were processed. This figure increased by 53.8 percent compared to the period covered from 1980-1984 (1st semester) where 285,217 seamen's contracts were processed. In terms of growth rates, the number of seamen hired annually from 1975-1979 increased by 17.6 percent on the average. For the following period (1980-1984, 1st semester) negative growth rates were recorded except for 1982 where the number of hired seamen increased by 16 percent. These figures again reflect the impact of global resources on the shipping industry and prospects for the next five years do not seem to show any uptrends.

While these trends do not exactly give us reason to expect the same dramatic growth rates in overseas employment that have marked the last decade there are clear indications that the market will not dry up overnight. Statistics from the OECD countries indicate that they will see their labor force grow only by 10 percent from present levels by year 2000 and must therefore turn to Asia, Latin America and Africa for their long-term manpower needs.

Employment abroad has overshadowed the domestic generation of jobs.

A number of things are clear however:

First, even if no growth rates obtain in overseas employment, the simple maintenance of existing deployment levels would mean significant job placements equal to if not higher than those created by the local manufacturing sector.

Second, a definite shift in skill requirements is anticipated with construction including unskilled labor giving way to less labor-intensive operations in the service and maintenance field.

Third, while a slow but perceptible shift is expected also in the composition of the receiving countries, the Middle East region is expected to be our dominant market in the short and medium term. If present marketing efforts succeed, Africa and other-non-traditional markets like Eastern Europe loom large as supplementary markets to offset losses in market share, either through indigenization of the Middle East workforce or placement of Filipino manpower with cheaper labor from other countries. This will, however, depend on the global economic turnaround projected to take place in the next five years.

Relative to these observations, a number of policy issues need to be resolved to support efforts to expand existing markets and explore new ones. These are:

1. Mandatory remittance of dollar earnings;
2. Regulation of the outflow of critical skills;
3. Government regulation of the overseas employment industry;
4. Government participation on overseas employment;
5. Non-equitable distribution of overseas employment opportunities,
6. Absence of bilateral labor agreements relative to welfare and police cases;
7. Continued proliferation of illegal recruitment;
8. Market development versus welfare;
9. Overemphasis on overseas employment.

Fortifying the MAF's Extension System

BY SALVADOR ESCUDERO III

IN A very real sense, agricultural development is never done; its problems and priorities, never static, constantly change. And it is contingent on human creativity — the only constant among the many complex variables in the ever-changing equation of productivity and growth, on the one hand, and of equity and resource distribution on the other –– to make agricultural development responsive to the changing needs of a people at a certain time-place context.

This is the reason why President Marcos issued on June 30, 1984, Executive Order No. 967, renaming the Ministry of Agriculture as the Ministry of Agriculture and Food (MAF) and making it responsible for the formulation of the policies and goals for promoting the production of agricultural crops, livestock, poultry and fisheries.

Agricultural production has of late become even more critical in the light of the country's current foreign exchange shortages. Consequently, greater emphasis is now placed on the development of agriculture and agriculture-based industries.

To carry out its expanded mandate, the MAF has been strengthening its planning, extension and research capabilities. To this end, it has been reviewing the performance of its two major projects – the National Extension Project (NEP) and the Agricultural Support Services Project (ASSP), both assisted by the World Bank.

The NEP, which was implemented between 1978 and 1984, aimed to strengthen the Ministry s extension delivery service through the provision of facilities, equipment, more technical staff and training for personnel.

S. Escudero III is the Minister of Agriculture & Food. He obtained his D.T.V. Sc. at the University of Queensland and his M.P.A. at the University of the Philippines.

In order to consolidate the gains made through the NEP – build-up of technical staff provision of vehicles to increase the mobility of field extension workers acquisition of printing and office equipment and construction of rural extension centers – the ASSP is now being restructured by incorporating into it the major features of the NEP.

The restructured ASSP –– which was started in late 1981 to improve the MAF's agricultural research, regulatory and planning capabilities –– forges the linkages between extension and research supported by a strong planning and policy analysis capability. It thus redefines the basic extension functions of MAF at two levels: first, to give the farmer the information he needs to make a rational decision; and second, to assist the farmer turn his decision into reality through MAF's extension delivery system.

The extension worker as generalist

The MAF has adopted an extension methodology which emphasizes the rationality of the farmer as a decision maker. Called a training and visit, or "T & V," system, it is distinguished by its bias for the bottom-up participatory approach to program development. At all levels –– village, municipal, provincial, regional and national –– it emphasizes the training of extension workers and contact leaders in order that they can become effective conduits of technology packages, largely through field visits.

In the past the delivery system had been hampered by five intertwining problems: the proliferation of agricultural extension service agencies, lax supervision of extension workers, extension worker's lack of training, poor mobility and inadequate back-stopping by specialists.

The MAF's 12,900 agricultural production technologists (APTs) were assigned to work on single commodity projects financed under the supervised credit scheme, thereby effectively constraining them from assisting more than just a handful of farmers who were in priority programmed areas. And to work around this constraint, it has become mandatory to retrain APTs as generalists.

The problem was largely structural: the APTs were reporting to three different bureau regional directors (BAI, BAExt, and BPI). Thus, they were highly specialized and ineffective when local farmers' problems were not along their lines of specialization.

To remedy this, the ASSP's training program has been reorienting the 12,900 APTs and 1,500 municipal agricultural officers (MAOs) as well as subject matter specialists and identified contact leaders.

The centerpiece of these programs is the Technology and Extension Methodology for Agricultural Production Technologists (TEMPT). It aims to train APTs and MAOs not only to become technical generalists but also to enable them to disseminate and transfer agricultural technologies effectively.

Some of the training modules under TEMPT include: a trainors' training for integrating nutrition into agriculture; communication research; "agrivan" management; implementation management for MAOs; seminar workshop on the organizational effectiveness of Anak-Bukid clubs (for personnel involved in rural youth development); and a trainors' course on the operation, maintenance and repair of agricultural machinery.

The subject-matter specialists (SMSs) are assigned to backstop APTs and MAOs in highly technical tasks. They are sent to specialized training courses here and abroad, aside from scholarships at the University of the Philippines at Los Baños for diploma courses.

Contact leaders also undergo sponsored observation tours of other regions where technological breakthroughs can be viewed at firsthand.

The farmer as rational decision-maker

By retraining extension workers as MAF rather than bureau extension workers, the T & V extension methodology assures the effectiveness of the ministry's extension network.

The MAF, however, cannot even hope to have as many extension workers as it needs to closely follow up the progress of every farmer's farm enterprises. Besides, each farmer usually decides on his own as to what agricultural pursuits would be most profitable, given his farm's area-specific resources and limitations.

Single-commodity projects are now being financed under supervised credit schemes.

Thus, the ASSP has a built-in applied communication component which is geared to support the farmer's need as a decision-maker. This component ensures that research findings and technological packages reach the farmer in easily understandable form.

Packaging of information is done in two steps: first, the design of appropriate communication strategies to ensure adequate information diffusion and utilization; and second, the development of instructional materials for implementing strategies.

In these tasks the use of regional communication resources and the participation of the MAF regional information officers, regional subject matter specialists and Regional Integrated Agricultural Research Stations (RIARS) staff, led by the MAF regional officer, is presumed. Hardware and software resources of MAF are also tapped –– notably the ₱26-million integrated communication system (telephone, hotline and low-speed data, trunked radio and HF/SSB radio system) and the 30 agrivans of MAF –– in coordination with RIARS core staff who are responsible for packaging, prototyping, field-testing, mass production and distribution, and the monitoring and evaluation of area-specific technologies.

The Philippine Council for Agricultural Resources Research and Development and the Philippine Training Center for Rural Development also assist in training MAF personnel.

The ASSP: A Recap

The ASSP is thus geared to systematically coordinate the improved entire extension network, with RIARs as its nerve centers. The 12 RIARs are the workhorses for regional operations in generating area-specific research data as inputs to the applied communication delivery system as well as the pilot-testing instruments for post-harvest equipment.

To make APTs and MAOs more effective, the ASSP also plans to construct some 230 agricultural extension centers on lots leased or donated to MAF. It also provides a loan fund covering the shortfall of motorcycles to allow the remaining 9,297 technicians to acquire their own means of transportation.

And to make these structures dynamic and responsive, the ASSP also provides consultancy services covering the continuing fine-tuning of the extension methodology and structures the training designs, and the communication systems.

The ASSP, then, is a holistic organization development project meant to revitalize MAF as the lead agency and coordinator of all agricultural programs and to streamline all institutions involved in agricultural production in order that they could all have a common understanding, approach, definition of roles and approaches standards, and an objective measurement of their performance and accountabilities.

Its overriding goal is to ensure that the farmer gets all the information he needs to make a rational decision, including research findings, recommended packages of technology, market potential for crops and others.

This entails the training of MAF personnel and of farmer-leaders –– the systematization, that is, of agricultural extension delivery and that these training programs or courses could be aligned with all MAF activities in agricultural research, program planning, policy formulation and regulatory services.

Ultimately, the MAF technicians' conscientious follow-up and visits will determine the effectiveness of the ASSP. In turn, this will depend on the MAF extension personnel's diligence and commitment to help their clients become the real foundation of a progressive Philippine economy.

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Manpower Skills Training for Cultural Minorities

BY SIMEON DATUMANONG

DESPITE EFFORTS exerted by various national administrations, Filipino Muslims and other cultural minorities continue to be economically disadvantaged when compared to their Christian compatriots. The reasons for this bias are many and may be explained in the lingering effects of western colonialism which caused deep and sometimes painful divisions in Philippine society.

In an attempt to correct this economic imbalance, the Philippine government has instituted a manpower training program designed to give Muslims and other cultural minorities the skills that would make them competitive in the labor market.

The Office of Muslim Affairs and Cultural Communities (OMACC) is presently undertaking the manpower skills program it inherited from its predecessor. (OMACC was created by virtue of Executive Order No. 969 through the merger of the Office of Muslim Affairs and the Office of the Presidential Assistant on National Minorities.) The program, undertaken in collaboration with the National Manpower & Youth Council (NMYC), addresses itself to out-of-school youths, rebel returnees as well as unemployed and underemployed adults, particularly in the predominantly Muslim regions of Southern Philippines.

The program was initiated by the then Office of Muslim Affairs through a memorandum of agreement with NMYC, dated August 27, 1982. With the expansion of OMACC's jurisdiction, the current program covers other minorities throughout the country. It seeks to tap the human resources of all cultural minorities by equipping them with the much-needed skills for local employment, self-employment and overseas placement.

S. Datumanong is head of the Office of Muslim Affairs & Cultural Communities.

This vocational training program has been described as a "special concession" which is directed towards democratizing the non-formal education and training opportunities that previously were unavailable to Muslims and other cultural minorities. It dovetails the government's policy of enhancing the socio-economic development of cultural minorities, as contained in the updated Philippine Development Plan, 1984-1987. In addition, the program is a viable response to the generally low labor productivity and lack of competitiveness of cultural minorities due to the inadequacy of skills training and employment opportunities.

The program was recently diversified to include development of entrepreneurial skills which hopefully would encourage more members of cultural minorities to engage in their own businesses.

Program Objectives

The program has three basic objectives:

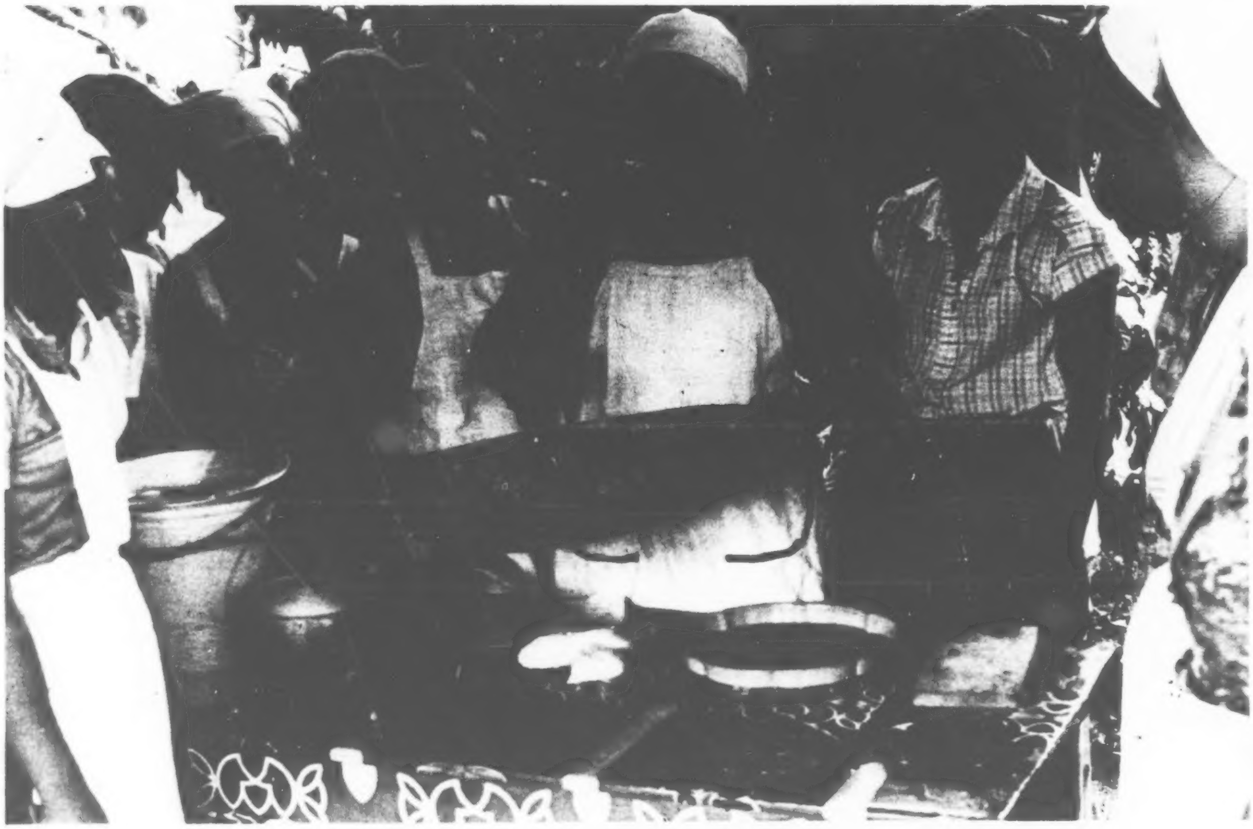
First, to provide basic skills training for prospective trainees who are Muslims or members of other cultural minorities—particularly, out-of-school youths, rebel returnees, unemployed and underemployed adults.

Second, to provide better opportunities for employment, both locally and overseas.

Third, to equip members of cultural minorities with self-employable skills.

Training Centers

The program presently utilizes five training centers which are operated jointly with the NMYC. These are located in Taguig, Metro Manila; Cotabato City; Davao City; Marawi City; and Zamboanga City.



A training program for Muslims and other cultural minorities.

The NMYC training centers in other parts of the country will also be tapped to effectively involve members of other cultural minorities especially those situated in Northern Luzon.

The skills trading courses offered at these centers are on the following trades: automotive, electrical, electronics, machine shop, plumbing and pipe fitting, refrigeration and airconditioning, sheet metal, welding, industrial sewing machine operation, construction, and hotel and restaurant.

Strategy of Implementation

In delivering training programs to its trainees, the OMACC coordinates closely with the NMYC on nine basic program strategies.

These include the implementation of an admission scheme that corresponds to the manpower development thrusts spelled out in the Philippines-Saudi Arabia Accord and the diversification of NMYC training programs to match skills supply with labor requirements in the Middle East.

The two agencies have also prepared a training calendar especially designed for trainees who are Muslims or members of other cultural minorities. Along the same lines, the courses include Islamic religious instruction and orientation on Arab culture which are incorporated into the special curriculum of Muslim trainees destined for overseas placement.

The program also includes soft-training programs to accommodate trainees with elementary education.

It has also adopted, on a case-to-case basis, an on-the-job training scheme to facilitate placement of training graduates.

Accomplishments

Since the signing of the August 27, 1982 Memorandum of Agreement until 1984, the OMACC-NMYC program has produced a total of 1,336 graduates of training in basic skills, particularly in construction-related trades.

In addition, the OMACC, in collaboration with the NACIDA, MSSD, RCDAO and other agencies operating in Southern Philippines, has undertaken a training program on agribusiness skills and entrepreneurship as its contribution to the Sariling Sikap (Self-Help) Movement. A total of 1,267 persons have gone through such courses as of 1984.

How PLDT helps train out-of-school youths

Gainful employment is the best assurance of a good future. But to land a job one must be equipped either with a college education or skills training. For a growing number of out-of-school youths in the country, a college education is almost an impossibility, since most of them are school leavers coming from poor families. Which is why, skills training is the only door open to these growing number of out-of-school youths.

At PLDT more than 3,000 of these out-of-school youths have been given skills training. They are graduates of PLDT's Out-of-School Youth Training Program since 1979.

A training program where basic skills like cable splicing, line construction and maintenance, station installation, central office equipment maintenance, and traffic operations are taught. Basic skills that can equip them to be competent and productive telecommunications craftsmen.

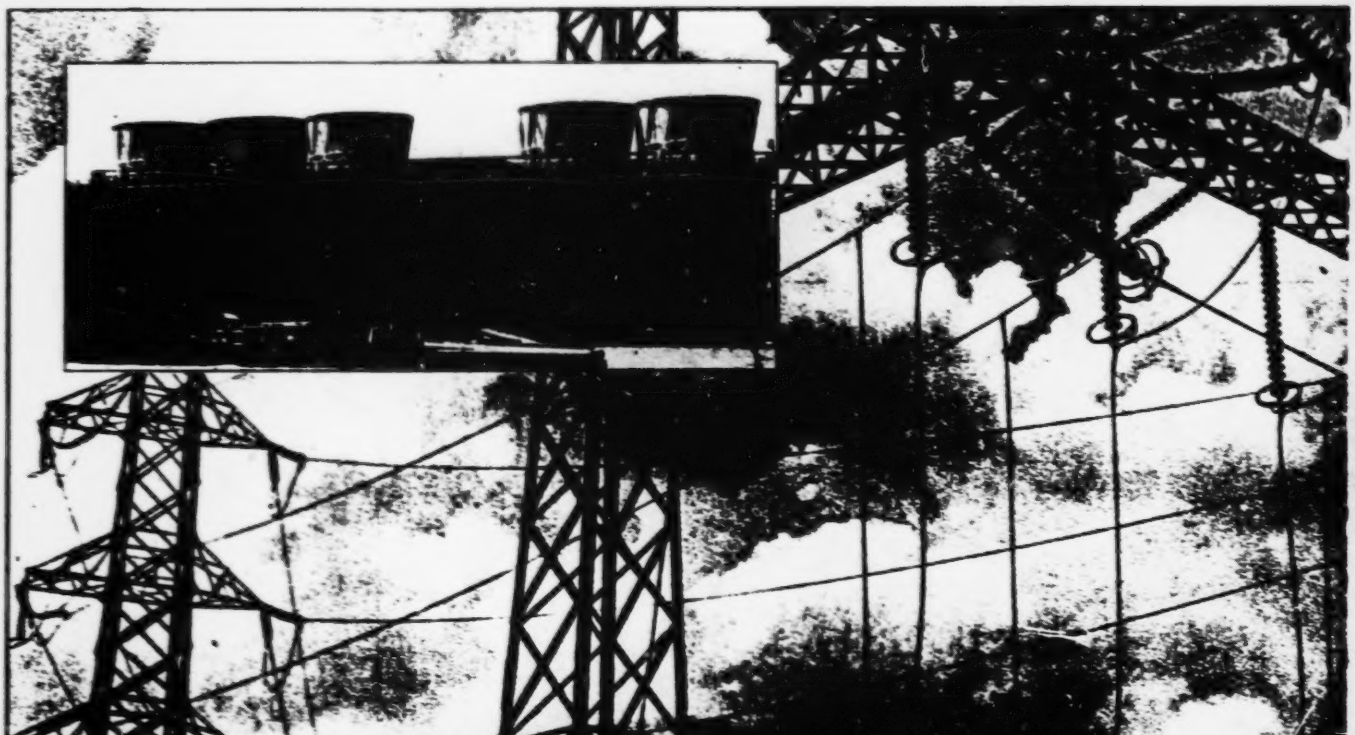
And with the growing need for telephone craftsmen and technicians to fill the skilled manpower needs of the country, the program no doubt, provides a big boon to the local telecommunications industry.

PLDT

Philippine Long Distance Telephone Company

Part Four

HRD AND INDUSTRY



Strengthening the Links Between Government, Labor and Industry

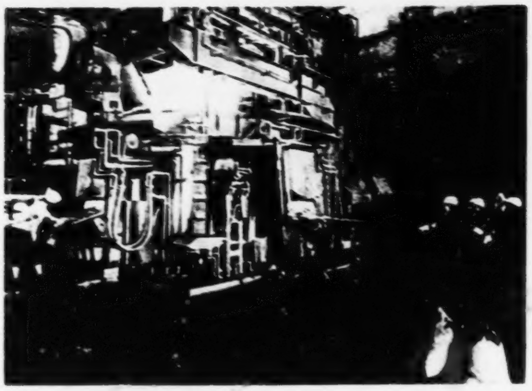
In a labor-surplus economy like the Philippines where more than half-a-million people join the ranks of those seeking jobs each year, it is extremely paradoxical that so many industries experience critical shortages in manpower from time to time. But this phenomenon of scarcity amidst plenty is very real. And the search for its causes has ranged far and wide.

To some, the principal culprit in the perennial imbalance between manpower supply and demand is the country's educational system which turns out "educated unemployables" year after year. Others would point their finger at industry for its reluctance or inability to look beyond existing conditions and its immediate needs, as well as for its failure to provide enough facilities to train its manpower and adequate incentives to retain them. Still others have tried to dig deep into the psyche of workers and society to determine the factors that influence their choice of jobs and professions, their readiness to absorb new knowledge and skills and their work habits and attitudes.

But if there is a diversity of views regarding the causes of the imbalance, there is also a unanimity of opinion regarding the need to introduce corrective measures which would harmonize supply with demand. The government has acted decisively in instituting reforms in the educational system. The influx of graduates into overcrowded and less relevant courses like Liberal Arts, Commerce and Law is being regulated. Enrolment in vocational and technical courses is being encouraged, while the establishment of more technical and vocational schools is being pursued.

Along with these measures of educational reform, the manpower training programs have been strengthened, especially the apprenticeship and learnership programs. The Batarisan training program has also been launched. And most significant of all, the National Manpower and Youth Council was created in 1969 for the express purpose of drawing up and implementing a national manpower development program and coordinating the disparate effort of government agencies and private institutions to accelerate the development and ensure the optimum use of human resources.

A similar attempt on the part of the private sector to eliminate bottlenecks in the supply of skilled manpower appears to be slow in coming. For the most part, companies tend to confine themselves to merely supplementing the efforts of training institutions by way of on-the-job training, apprenticeship and occasional scholarship grants for their own technical personnel. Whatever resources go into training and development are mostly spent on the upgrading of managerial and supervisory skills. Felipe Torres of the Engineering Equipment, Inc., for instance, has noted that among the top 1,000 Philippine corporations close to 300 maintain staff training sections or departments but only a handful among these have a similar system for skills and technical training. As Torres puts it, "Training within industry has paralleled the imbalance (in the educational system)."



The right people for the right job in the right number...

This propensity of industry to favor managerial and supervisory skills development has spawned and nourished the growth of a small but lively group of specialized training institutions servicing companies. Twenty-five of these are accredited by the NMYC.

Some companies, however, have taken some notable strides towards manpower development. Partly in response perhaps to the critical shortages in certain skills occasioned by the mass exodus of workers overseas, some of the large corporations have started to strengthen their human resource development programs while others have created affiliates which concentrate on the training of employees and prospective employees at all levels for the parent company. San Miguel Corporation, the Philippine Long Distance Telephone Company, Meralco and Engineering Equipment, Inc. are among the leaders in this pioneering effort.

Exactly how much all these efforts of private industry have contributed towards tilting the overall manpower supply and demand situation towards the point of equilibrium would be difficult to establish. What is more obvious is the need for a concerted attack on the problem among the different sectors involved – industry, labor and government.

Through the NMYC, the government has assumed a dominant role in manpower skills development. In 1983 alone, some 186,222 trainees graduated from the different skills training programs of the NMYC in addition to about 20,387 workers trained on the job or under the apprenticeship and learnership programs being administered by other government agencies in cooperation with the private sector. Order and logic was injected into national manpower planning with the adoption in 1982 of sectoral manpower planning, while trisectoral cooperation in manpower development is being continually strengthened through the creation of industry boards and the extension of liberal incentives under the Training Incentive Scheme and the Training Contract Scheme.

Sectoral planning transforms and reduces the national manpower development plan into workable plans and programs for the training of the labor force in specific indus-

tries. Plans and targets are made on the basis of projected manpower supply and requirements derived from employment trends and projections about the possible pattern of development of the industry or sector, taking into account social, political and economic factors. From all this, a comprehensive training program is made to fit the requirements of the industry.

The actual implementation of the sectoral training programs is gradually evolving into a truly trisectoral effort. Attractive training incentives are being offered by government to prod the private sector to take a more active interest in the training of manpower, not only for their present requirements but also in anticipation of future needs. Under the Tax Incentive Scheme, employers are allowed to deduct 50 percent of the training expenses from their taxable income provided such expenses do not exceed 10 percent of direct labor wage. Industry boards have been organized to assist in the training and accreditation of workers, as well as to serve as a mechanism for labor information exchanges. Through the industry boards, industry, labor and government actively promote manpower development by sharing resources and facilities. Another major incentive program is the Training Contract Scheme under which the government reimburses as much as seventy percent of the training costs of participating firms. The coverage of this program mostly extends to small- and medium-scale industries.

Through all these programs and schemes, government is strengthening its links with industry and labor in the development of relevant skills.

Through these also, government is laying the groundwork for the eventual assumption by industry of its logical and proper role as trainor of the manpower it employs and will employ. The underlying assumption is that once industry sees profit in investing in human resources, it would willingly take up the main burden of manpower development. For it is a role that industry should eventually assume, being the principal user and beneficiary of skilled manpower. Having the right people for the right job, in the right number and at the right time, after all, is the abiding concern of industry.

Industry is expected to move nearer towards this goal in the "Decade of Private Industry in Manpower Development."

TIS: A Tool for Productivity Improvement and Employment Stability

THE TRAINING Incentive Scheme is an innovative program initiated by the government to improve the quality of the Philippine labor force and thereby increase the productivity and employability of Filipino workers through an intensified manpower development program. It has been devised to broaden opportunities for workers to acquire the skills that are needed by Philippine industries by encouraging greater private sector participation in the training of Filipino manpower.

This can be achieved through the grant of substantial tax credits to firms that conduct training programs for workers. The Labor Code of the Philippines provides that, "An additional deduction of one-half of the value of labor training expenses incurred for development programs shall be granted to the person or enterprise concerned, provided that such development programs other than apprenticeships are approved by the (National Manpower and Youth Council) and the deduction does not exceed ten percent of direct labor wage."

Under the rules and regulations formulated by the NMYC to implement the scheme, "direct, ordinary and necessary expenses" incurred in the training programs or activities are tax deductible. Included under this definition of deductible expenses are such essential items as training materials, books and supplies, raw materials and non-depreciable tools consumed during training, honoraria and traveling expenses for resource persons and coordinators, the basic salaries and traveling expenses of trainees and training staff, donations, tuition and registration fees and financial assistance given to NMYC, its training centers and government-owned training institutions other than those under the Ministry of Education, Culture and Sports, and other incidental expenses, like rentals for venue and equipment, snacks, working clothes for trainees and instructors, training certificates and even group insurance for Batarisan trainees.

Given the option to reduce their tax burdens and upgrade the skills of their workers at the same time, many industries have responded favorably to the training incentive scheme. Since it was launched in March 1977, 184 firms have applied for inclusion in the program. Exactly 15,501 workers have graduated from the varied training programs conducted by industries. In the process, the same industries were able to secure for themselves a total of ₱9.45 million in additional deductions from taxable income resulting in a net loss of ₱2.84 million in terms of government revenues foregone.

The NMYC has established the priority areas which qualify for TIS coverage. These include the in-plant Batarisan training programs for basic skills; in-plant training pro-

TABLE 10
TIS Cumulative Performance
(as of August 1984)

No. of Applicant firms	184 A
No. of Approved Programs	[illegible]
No. of Certified Programs	[illegible]
Total Allowable Training Cost	₱[illegible] M
50% Additional Tax Deduction	9.45 M
Revenue foregone by the government	2.84 M
No. of graduates	15,501
Per Capita Cost	1,219.[illegible] B
Private Per Capita Cost	4[illegible] B
Government Per Capita Cost	1[illegible] B
No. of basic skills graduates	7,517
No. of skills upgrading graduates	3,[illegible]
No. of supervisory graduates	3,[illegible]
No. of in-company trainer graduates	[illegible]
[illegible]	[illegible]

A - individual applicant firms are counted only once from 1977 to 1984

B - based on actual and unrounded figures.

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grams for skilled mechanics and craftsmen, and skills upgrading on the technician and operative levels, provided these programs are open to both employees and non-employees alike; critical skills and occupations classified under the Training Priorities Plan of the NMYC; training for exportable manpower; and skills falling under the following occupations: automotive, basic mechanics, carpentry, diesel mechanics, electricity, electronics, foundry, industrial sewing, instructors training, machine shop operation, plumbing and pipefitting, refrigeration and airconditioning, sheet metal manufacturing, shipwright, welding and supervisory training but only for line and quality control supervisors. Any enterprise can apply for as many programs as it needs, provided that these programs conform with the stipulations of the TIS rules and regulations.

A survey conducted in 1982 showed that many small- and medium-sized industries are interested in availing themselves of the benefits and privileges offered under the TIS. There are, however, certain gray areas in the scheme that need to be redefined and refined. For one thing, the 10-percent ceiling on allowable deductions are considered to be not attractive enough, particularly by small-sized firms. There are also questions regarding the definition of Direct Labor Wage which is the basis for computation of the maximum allowable deduction. The NMYC rules and regulations define direct labor wage as "compensation for labor directly used in the production process up to and including the services of the production foreman, but shall exclude labor for maintenance of production machinery and equipment." This definition effectively limits participation to manufacturers, producers and persons rendering services where direct labor costs can be easily identified and quantified according to standard accounting procedures.

TABLE 17
Number of Applicant Firms
by Sector by Year

Sector	Year	1977	1978	1979	1980	1981	1982	1983	Total	% of the TOTAL
1.	Manufacturing	18	38	13	19	27	33	32	180	70.59
2.	Construction	5	4	4	3	4	3	3	26	10.20
3.	Mining and quarrying	1	1	1	1	3	1	1	9	3.53
4.	Agriculture fishery and forestry	1	0	0	0	0	0	0	1	0.39
5.	Transportation and utilities	2	2	0	1	1	1	0	7	2.75
6.	Commerce	0	0	0	0	0	2	0	2	0.78
7.	Services	8	16	1	0	0	3	0	30	11.76
	TOTAL	35	61	19	24	40	40	36	225	100

Note:
- *Beginning 1981, only 3 sectors were considered qualified under the scheme (sectors 1, 2, 3)*
- *Training institutions (TI's) were not included in the counting for they merely represent client firms.*
- *Multisectoral firms are counted in the sector where they are more identified with*
- *Firms were counted only once each year.*

These deficiencies in the TIS are highlighted by the records on industry participation, which indicate that from 1977 to 1983 applications for qualification made by large enterprises came to almost 97 percent of the total, and these mostly in construction, manufacturing and mining and quarrying. Steps are already being taken, however, to amend the provisions of the Code in a manner which would make it more attractive for small- and medium-scale industries to undertake relevant training programs.

This is obviously another step in the right direction. The Labor Code mandates that the TIS should be reviewed two years after its implementation, perhaps in anticipation of the need to revise and refine it as a viable instrument for manpower development. For only through constant revision and improvement will the TIS and other incentive schemes prove effective in advancing the government's ultimate objective of putting manpower training in the hands of private industry.

TABLE 18
Number of Applicant Firms
by Size by Year

Size	Year	1977	1978	1979	1980	1981	1982	1983	Total	% of the TOTAL
1.	Large – scale	35	60	19	23	36	39	35	247	96.863
2.	Medium – scale firm	0	0	0	0	2	0	0	2	.784
3.	Small – scale firms	0	1	0	1	2	1	1	6	2.353
	TOTAL	35	61	19	24	40	40	36	255	100

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TCS: Forging a Stronger Partnership with Industry

THE DEVELOPMENT of human resources is the joint responsibility of government and industry. But government with all its varied concerns competing for scarce resources, can only achieve so much in education and manpower development. Industry therefore has to take up part of the burden of training the labor force as a matter of necessity and even justice, because in the final analysis industry is a principal beneficiary of manpower development. It is on this premise that the Training Contract Scheme was evolved.

The Training Contract Scheme is basically a partnership contract for maximizing social and industrial profits through higher productivity stressing the 3 E's – efficiency, effectiveness and economy. This scheme, which is being tried first in the Philippines, is backed by the World Bank through the NMYC-WB Vocational Training Project.

Its mechanism is basically simple: through the National Manpower and Youth Council, the government enters into a contract with a firm or a training institution for the training of people and agrees to pay back the latter part of the training cost. The general idea is to develop a ready pool of productive manpower by upgrading the skills of those with jobs, replenishing skills that are in short supply and providing those who will join the labor force with the skills that will be needed by the different sectors of the economy. This general objective is more precisely defined to include:

1. assistance to small- and medium-scale industries in providing for their training needs;
2. improvement of the quality of training on the basic upgrading and supervisory levels; and
3. encouragement of the private sector to initiate or contribute to the manpower development efforts of the government.

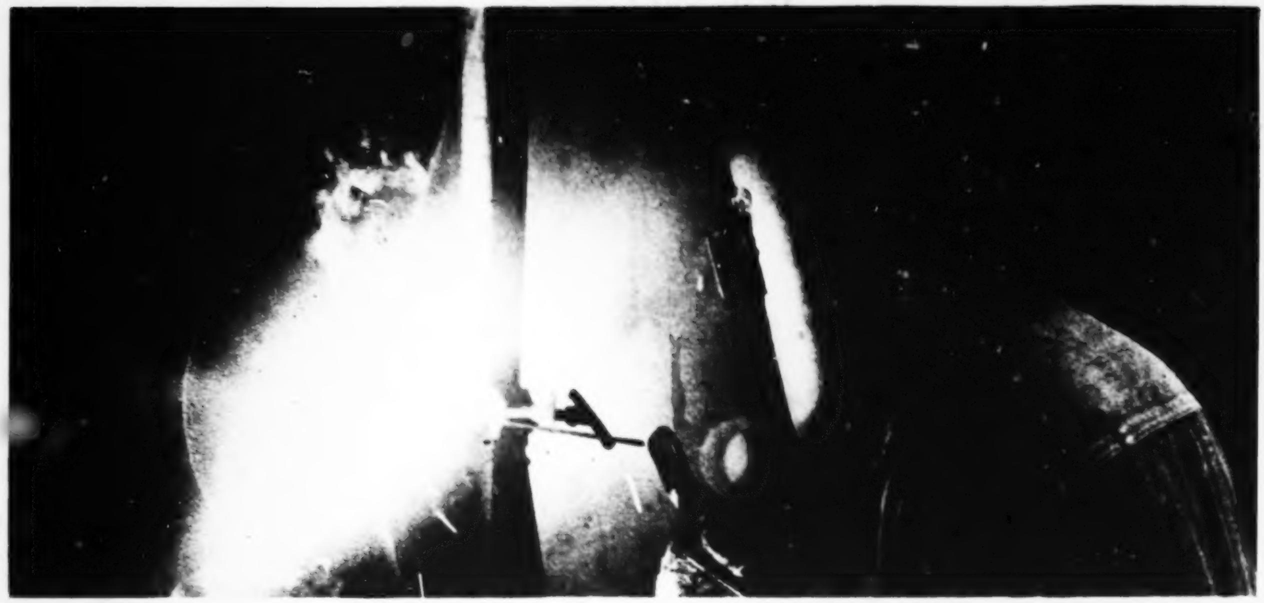
TABLE 19

Training Contract Scheme Output, 1984

Training Level	Target	Trainees	Graduates
Basic	3,000	4,070	3,663
Upgrading	4,000	2,592	2,289
Supervisory	3,000	5,670	5,503
Trainors	10,000	12,322	11,455
Total	**20,000**	**24,654**	**22,910**

The heavy bias in favor of small- and medium-scale industries is evident in the policies governing the implementation of the scheme. Although qualified firms can claim subsidies ranging from 50 to 70 percent of training costs, the rules prescribe a schedule of subsidies which provides higher rates for small- and medium-scale enterprises as well as associations of small business. And while larger local enterprises with (200) employees or more and a capitalization amounting to ₱10 million or more can enjoy lower subsidies, multinational companies can qualify only if at least 20 percent of their trainees come from small firms or are Batarisan trainees or apprentices.

The single availment policy is another device which limits the participation of large-scale enterprises in the Training Contract Scheme. This policy restricts coverage for an employee to only a single course during a 12-month period. Similarly, a firm which has conducted an in-plant program is disqualified from securing another contract for an in-plant course in the same year. Also disqualified

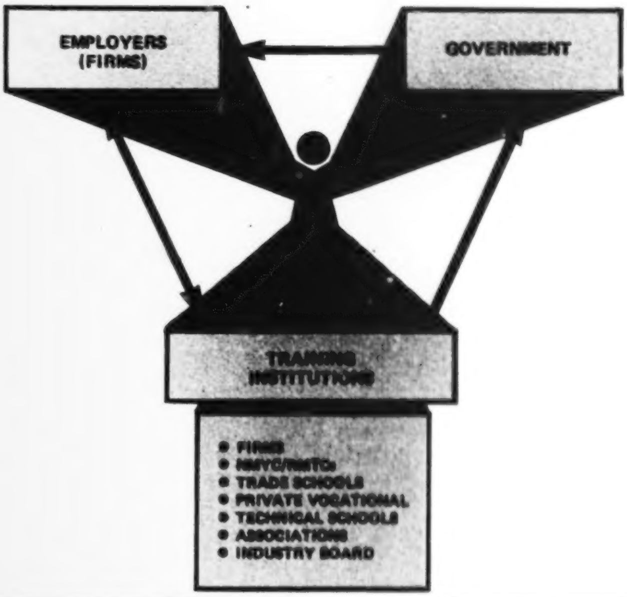


Flexibility, plus momentum and impact.

from participation are firms which are covered by the Training Incentive Scheme.

Aside from industrial concerns, training consultancy firms, vocational and technical schools, trade associations and organizations, industry boards and even the different training centers may qualify for subsidies under the Training Contract Scheme. In 1984, exactly 553 firms located all over the country participated in the scheme, producing a total of 22,910 graduates.

THE TRAINING CONTRACT TROIKA



In the evaluation of the training programs proposed for inclusion in the scheme, the NMYC puts particular stress on quality. To ensure the high quality of these programs, the NMYC conducts tests for trainees to determine the skills acquired during the course and measure the quality of the training done by the training institutions. Training institutions are also asked to submit for subsidy in-depth assessments on training needs and evaluation systems to ascertain the quality and relevance of training programs.

Originally, 11 sectors corresponding to the list of priority sectors were included for coverage under the scheme. This list was later expanded to include computer industries and agri-business in response to the demands of these growing sectors. In practice, however, other companies not classified under the priority sectors can still participate so long as their training needs fall within the trade areas of the 13 priority sectors.

The scheme is being implemented nationwide with the regional offices of the NMYC serving as the processing centers with the authority to approve applications for training contracts. A measure of flexibility is allowed in the consideration of applications and the evaluation of programs to make room for some peculiarities in the needs and make-up of industries located in the regions.

The first phase of this project is scheduled to be concluded by 1986. But its creditable record in improving labor productivity gives it the momentum to create an even bigger impact in the years ahead.

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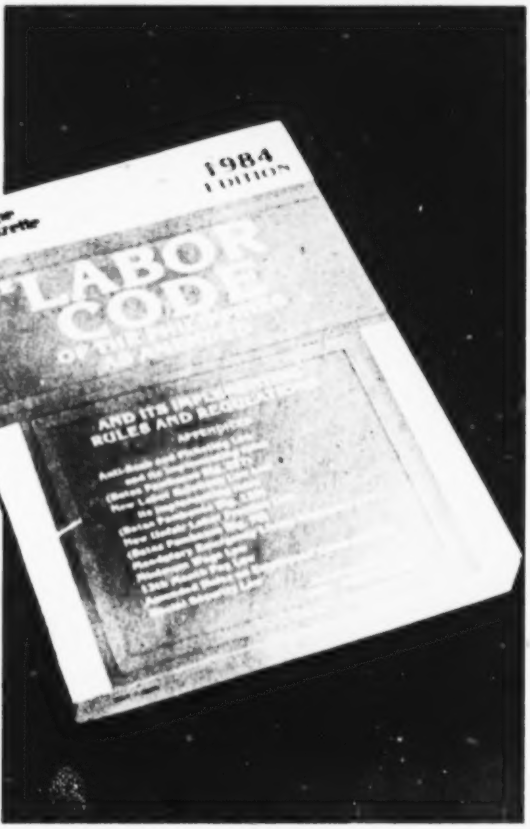
IBs: Trisectoral Cooperation in HRD

THE COMMONLY perceived need for industry, labor and government to get together and pool their resources in developing and improving the quality of the labor force has given rise to the development of a number of innovative schemes and programs designed to strengthen cooperation among the three sectors of society.

One such program is the creation of the industry boards. Under the Labor Code, the National Manpower and Youth Council was given the mandate to "establish industry boards to assist in the establishment of manpower development schemes, trades and skills standards and (perform) such other function as will provide direct participation of employers and workers in the fulfillment of the Council's objectives."



Innovative schemes for three sectors of society.

Following the provisions of the Code, the NMYC began to organize the industry boards in priority industries. The first to be created was the Automotive Industry Board which was founded on March 18, 1976. This was soon followed by seven other priority industries: construction, power, electricity, water and gas, land transportation, apparel and textile, hotels and restaurants, printing, and metals and engineering. These industries were grouped together through a system of classification based on the output or the final product.

Structurally, every industry board is tripartite in character, drawing representation from industry, labor and government. Each is headed by the representative of the government who acts as Chairman of the board. But the NMYC sits on top of the system of industry boards through the exercise of its executive and coordinative functions

The principal objectives of the industry board is to develop and implement a comprehensive training program for the industry, with the end in view of providing an adequate supply of trained manpower the moment they are needed. Corollary and related functions and activities are also performed by the boards, like researches on manpower requirements of the industry and manpower training needs and methods. More precisely, the objectives of the industry board are defined as:

1. To ensure an adequate supply of trained workers at all levels of employment in the industry;

2. To improve the quality of training and reduce training costs through the sharing of available facilities and equipment;

3. To synchronize the skills-training, job-placement cycle by scheduling training in a way which would provide industry with the right amount of well-trained workers at the right time, and reduce wastage of training resources by cutting down on unusable outputs;

In the wake of the oil crisis, an intensified energy program.

4. To match the skills of workers with the industry's manpower requirements through the development of basic skills and skills upgrading programs; and

5. To promote cooperation within the industry as well as ensure compliance with the standards set by the NMYC.

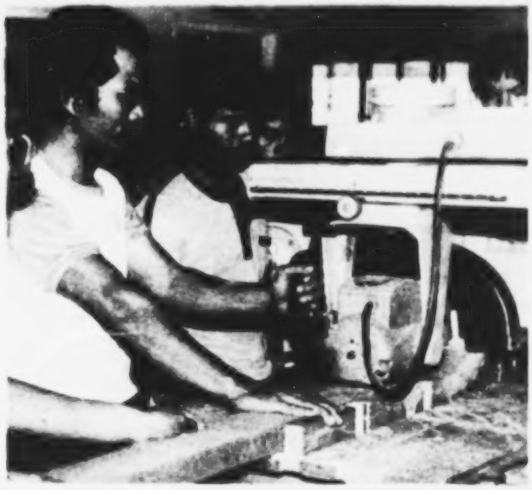
To finance the activities of the board, a system of levies, grants and exemptions has been devised. Contributions given by member firms are pooled together in a central fund administered by the NMYC. On its own, the NMYC also contributes to the finances of the board. In addition, both the NMYC and the industry provide the technical expertise and facilities to enable the board to carry out its programs and projects.

The whole concept behind the creation of the industry board is based on cooperation and sharing of resources among the sectors concerned with manpower development. As the industry boards begin to prove their worth by advancing the common goals of industry, labor and government, the partnership between these sectors is bound to be strengthened, thereby lending fresh vigor to the efforts to promote economic development and the welfare of the common man.

Sectoral Planning: Order and Logic in Manpower Planinng

ALTHOUGH THE Philippines subscribes to the philosophy of free enterprise, there is more or less a popular consensus that the nation as a whole and all sectors of society can better achieve their goals if they are guided by a well-defined program of action for the future. The Philippine Development Plan (which normally covers a period of five years) attempts to define in broad terms the objectives of society and spell out the performance targets for the various sectors of the economy over a specific time frame. The Plan also details the specific policies and measures that the government would pursue to achieve the goals it has set for the nation.

But obviously only people can make plans work. Thus, manpower development plans are an integral part of the national development plans. On the macroeconomic level, the national manpower development plan is a complementary effort to define the manpower component of the national development plan. In essence, the national manpower plan translates overall development targets into manpower targets for a specific period, with the end in view of systematically matching manpower demand and supply within the framework of the national development plan.



Matching worker skills with manpower requirements.

Since the national manpower plan is limited to defining targets and goals in very broad terms, sectoral manpower planning was developed in order to transform these goals into more manageable and workable objectives and programs. Every sectoral plan is designed to address the requirements of specific sectors and industries. Like every manpower plan, it is guided by the overriding objective of reducing to the barest minimum or possibly eliminating surpluses or shortages in the manpower and skills supply in specific industries.

It was only in 1982 that the concept of sectoral planning for manpower development was adopted. Initially, eleven sectoral plans were made for the same number of priority industries, which are:

1. automotive,
2. metals and engineering,
3. power, electricity, water and gas,
4. wood products,
5. footwear and leathergoods,
6. coal mining,
7. construction,
8. garments,
9. hotels and restaurants,
10. printing, and
11. land transportation.

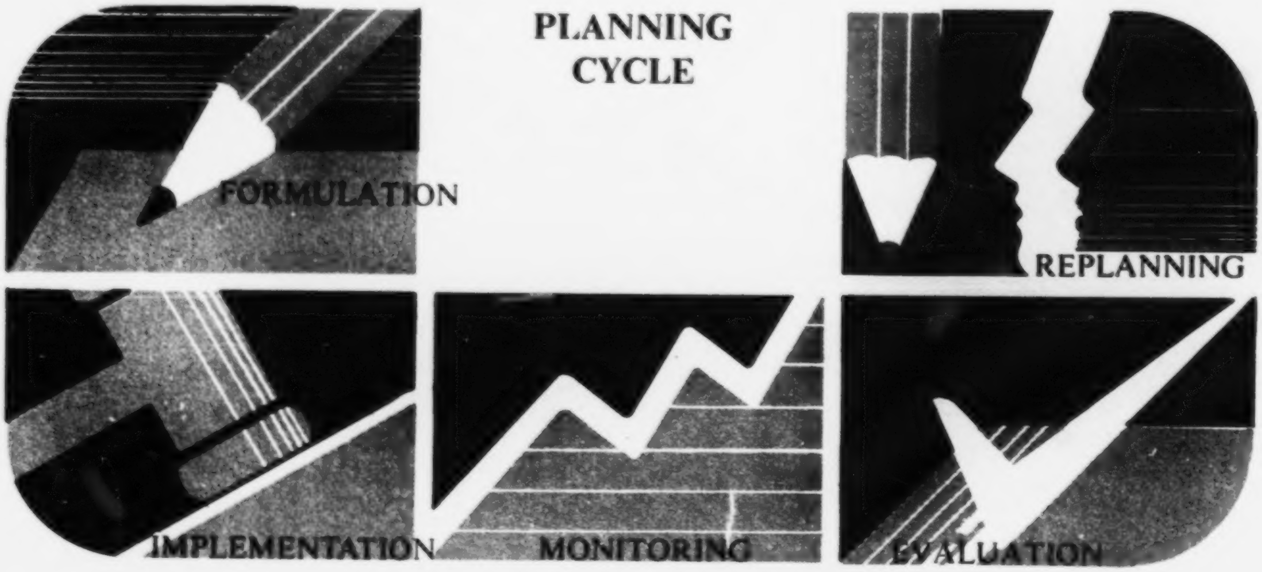
As other industries grew in importance, corresponding sectoral plans were also drawn up for them. These were food processing, cement, textile and electronics.

The sectoral manpower plans are developed to support and complement the goals of specific industries. They derive direction from the policies, strategies and programs of these industries and propose appropriate approaches and programs which would ensure that their requirements are met as they come.

The essential components of a sectoral plan include a definition of objectives and goals, a profile of the industry for which the plan is being made, a projection of future manpower requirements in the sector or industry and an exposition of the program thrusts for manpower training.

Goals and Objectives

The plan is introduced with an overview of the industry, dealing in some detail with its past and present performance. Based on this, an overall assessment of the prospects of the industry is made, taking into consideration the factors that could hasten or impede the development of the industry. The goals of the industry are then identified in consonance with the national and regional plans for the industry; and from this, the manpower requirements are calculated.



Industry Profile

Past records and trends in the industry's labor force serve as the basis for making a forecast on the labor supply and demand situation obtainable in the future. The industry profile notes the behavior of the labor force, particularly in relation to employment, unemployment, participation rates and production. On the supply side, data on the output of educational institutions both formal and non-formal, as well as on out-of-school youth, are assessed to get an idea of the magnitude and the structural characteristics of the labor force available to the industry.

Manpower Projections

After a review of the industry's past and present performance, an attempt is made to predict the economic and social conditions which could influence the progress of the industry during the plan period. Central to this is the forecast on manpower demand and the specific skills which would be required year after year. On the other hand, a similar attempt to determine possible manpower outputs of the educational system is made. An assessment and analysis of both sides of the manpower equation are essential to identify possible gaps which may develop. Appropriate strategies to close such gaps are indicated as a guide to the preparation of training programs.

Program Thrust

Finally, the overall program thrusts for the industry are identified, based on established policies, objectives and manpower supply and demand projections. Specific strategies and approaches which would enable the industry to overcome problems and achieve its goals are proposed. And a comprehensive manpower training program is drawn up which serves as the implementing mechanism of the sectoral plan. It specifies the critical areas in terms of manpower groups, occupations and skills by region or locality and sets the targets for the plan period.

Sectoral Manpower Profiles and Development Priorities

THE AUTOMOTIVE INDUSTRY

Industry Profile

The Automotive Industry encompasses two major sectors: the manufacturing sector, which includes that portion of the industry engaged in the direct manufacture and assembly or reassembly of complete motor vehicles, and the non-manufacturing sector which includes the ancillary and post-manufacturing services. The ancillary services sector provides goods and services primarily for the use of the automobile manufacturing sector, while the post-manufacturing sector includes establishments which undertake the repair and maintenance of motor vehicles and motorcycles.

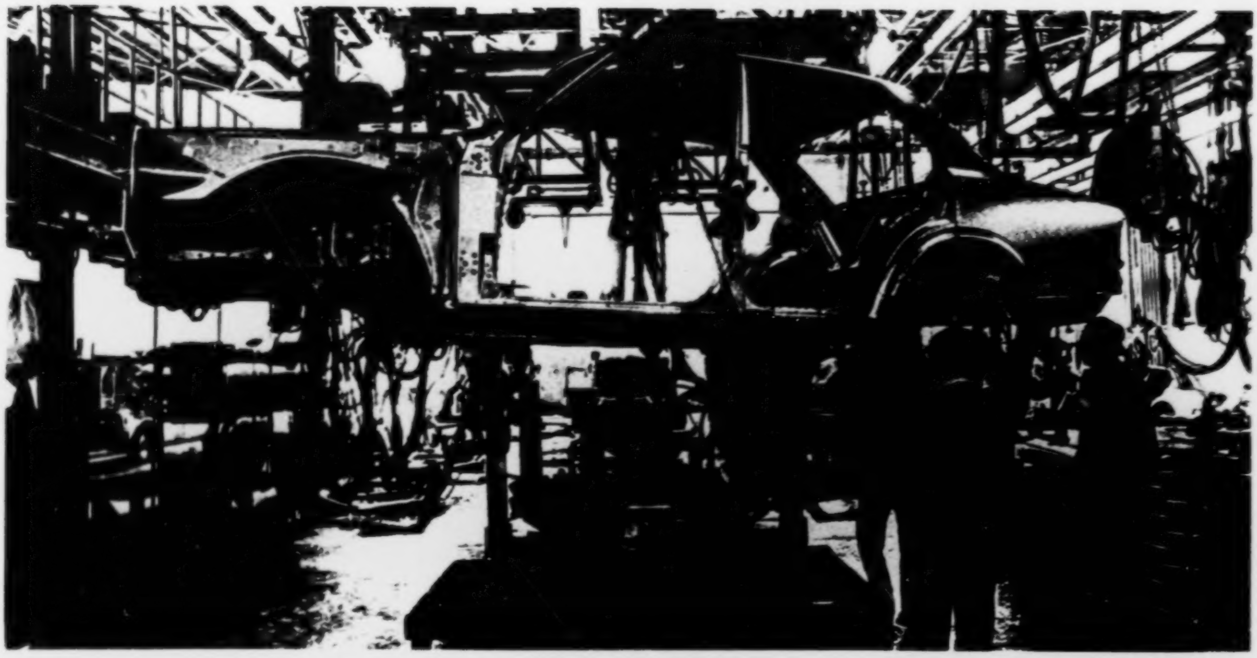
The exact number of yearly entrants into the industry's labor force is difficult to determine. However, direct measures of manpower supply based on the number of graduates from the National Manpower and Youth Council training centers and other accredited vocational/technical schools showed an annual growth rate of 20.33 percent from 1978 to 1981. Based on this figure, manpower supply is expected to increase from 4,289 workers in 1982 to a peak level of 5,161 workers in 1985, or a total of 19,139 available manpower for the period. A large portion of this pool of skilled manpower will be light-vehicle mechanics, welders, general warehousemen, metal finishers, painters and tool operators.

Target quota in the next four years: 12,000 worker-trainees.

In 1981 the entire industry employed a total of 144,131 workers. Employment is projected to increase during the period 1982-1985 by an annual average of 9,131 workers, bringing the total to 180,656 in 1985. General laborers, light-vehicle mechanics, general warehousemen and welders are among those in greatest demand among industry workers.

The growth of the industry has been a long and gradual process. Whatever gains it has achieved during the last few years were mainly derived from the creditable performance of the ancillary and post-manufacturing sector. Like other industries, it is facing numerous problems, foremost among which are:

1. the high rate of inflation brought about by the series of oil price increases followed by successive devaluation of the peso which together dampened demand for passenger cars;
2. an inadequate supply of skilled manpower worsened by the exodus of skilled labor to foreign countries; and
3. the lack of effective coordination and integration of manpower development programs in the industry.



Gains from the ancillary and post-manufacturing sector.

Policy Thrust

The upward price spiral of oil and its by-products has precipitated serious economic dislocations in the industry. The manufacturing sector has been particularly reeling from the effects of higher oil prices and almost prohibitive sales taxes. This is compounded by the stiff competition for the small domestic market among the five participants in the Progressive Car Manufacturing Program.

In an effort to stave off the collapse of the industry, the government through the Board of Investments which supervises the program has begun to consider the institution of a rationalization program which would involve the possible mergers of some car-making companies.

On the other hand, optimistic forecasts on increased consumer demand for automotive servicing has prompted the Ministry of Trade to speed up the implementation of the Accreditation Law for Service Enterprises. This law requires repair and maintenance shops to secure accreditation so as to elevate their standards of service, encourage professionalism and specialization and protect consumers.

In view of these developments, the training program for the industry has to be designed to meet the projected expansion in the services sector, replenish the supply of specific skills depleted by the overseas labor market and improve manpower efficiency and competitiveness.

Program Thrust

While there is a ready pool of manpower from which the automotive industry can draw its labor requirements, an effective manpower training program has to be vigorously pursued to enable the work-force to keep pace with advances in this high-technology industry. It is estimated that 20 percent of the industry's work-force require basic training and 40 percent need skills upgrading. The sectoral plan also pinpoints the different trade areas where an intensified training program has to be implemented to meet projected local and foreign requirements.

The basic framework of the manpower development plan for the industry identifies two critical areas:

1. training of unskilled workers in the non-manufacturing sector on general concepts and methods; and
2. advanced skills training in the various crafts as well as supervision and management.

The plan also envisions the development of training pools to achieve greater efficiency and economy. Group training schemes will be developed for the loosely organized repair and maintenance sector so that both small- and medium-sized companies can participate in the different training programs.

A total of 12,000 workers will be trained over the four-year period under the different training schemes now being implemented by the government.

AIBFI

A CO-PROMOTER OF BASIC PRODUCTIVITY

Before the emergence of the IBs, HRD was largely thought of as products of academe, or as about large foreign firms which had outgrown the traditional administration due to their complex operations.

Where over 60 percent of employment in the automotive and allied industries are in small- and medium-scale enterprises, standard means of disseminating HRD cannot make significant strides. In the technical field this means that segmental deficiencies among groups of firms due to the absence of timely knowhow or standards prejudice the total development of quality products of the industry because of inter-firm interdependencies of inputs or outputs. Industrial associations could not focus on HRD owing to the diverse concerns of the members and priorities of resources. National organizations, for their part, that concentrated on human resources were deficient in per-industry practices of basic concepts. Which explains the absence of sectoral HRD to respond to the needs of maximizing industry-wide resources.

Managers of manpower usually feel the following needs in the automotive industry:

1. readily available expertise to impart the basic trades to new employees, or for retraining;
2. economical training on common technical areas such as safety, attitudes and values development on workmanship precision, prevention and minimization of material waste and time, etc.;
3. continuing collaboration on skills and knowhow development between schools and industry; and
4. update on industry views on human resources as inputs for assessing opportunities and threats in stategic thinking, like the effects of skilled labor migration towards the Middle East.

The Automotive Industry Board Foundation, Inc. (AIBFI) fills the gap of opportunity for small- and medium-firms to be abreast of knowhow within the reach of large firms; and, for large firms to interact with others on the same plane. The ability of an IB to manage this interaction along specialized fields of HRD can thus provide the stimuli for local development of adaptable ideas, instead of relying heavily on imported notions or practices. This kind of interaction through an IB hastens the maturity of outlook among practitioners owing to the contribution of expertise which can be gathered in the process.

AIBFI, in the future, aims to become a partner of firms in the industry and government in terms of being a co-developer and co-promoter of basic productivity of human resources in the vocational field germane to our industry's processes. The supply of trained manpower will be in response to planned needs of the industry's development – both in technical content and in regional dispersion of the labor force. It shall engage in training on specialized subjects whenever there is a large need for them. AIBFI's HRD outlook and practices shall always harmonize with the greater needs of firms within the industry.

AIBFI's presence shall be supported mainly by the government out of the industry's productivity, and subsidiarily from fee-income derived from activities with solicited firms. It is imperative that the basic policies of NMYC should lead to the consolidation of resources into IB, and the regular consultations with IB in all aspects of sectoral HRD. The IB, therefore, is NMYC's and industry's personality in sectoral HRD which tackles basic or specialized concerns in human resource productivity and development. During the promotional stage of the IB as a neutral and harmonizing entity, the government should lead in pioneering the availability of resources.

Given the fact that an IB merits a unique position in modern-day business, its viability to the industry will be in the promotion of its effectivity, efficiency and economical human resource development expertise, its knowledge of industry needs, and its capacity to research on innovations and creativity in improving human resource productivity, largely due to its specialty service in workers' career development and vocational knowhow upgrading. Thus, an IB can sell its services and products by developing a system of reproducible and standardizable packages which are so designed as to satisfy needs at customized or subsidized prices. This assumes that the IB can attract and retrain professionals of industry as its resources to work out the services.

THE COAL MINING INDUSTRY

Industry Profile

Coal mining is classified in the Philippine Standard Industrial Classification under the non-metallic mining and quarrying industry. It covers mining companies engaged in the production of anthracite, bituminous coal, brown coal and lignite as well as crushing, pulverizing, cleaning, screening and sizing plants. Also included under this classification are such related activities as coal prospecting, the preparation of sites for coal extraction, and the conversion of coal and lignite into briquettes and other packaged fuels at mining sites.

Although the presence of coal in some areas of the country had been noted as early as 1827, coal production generally lagged behind demand. But with the onset of the oil crisis in the early seventies and the subsequent intensification of the search for alternative sources of energy, the development of the country's rich coal reserves became urgent and necessary. In 1976, the Coal Development Act was promulgated to accelerate the exploration and development of the country's coal resources. The National Coal Authority was later created. And cement factories were encouraged to convert their facilities into coal-fired plants under the Cement Industry Rationalization Program.

Complementary efforts are being made to ensure that an adequate supply of skilled manpower are available, particularly during the period of initial growth.

During the late seventies, employment in the industry exhibited an erratic pattern, with continuous increases between 1975 and 1977 followed by declining employment during the next two years. During the same five-year period, the distribution of workers indicated that 62 percent of the employed work-force were miners and quarrymen, while a meager 4 percent were composed of production supervisors and general foremen.

As the industry starts to take off between 1982 and 1985, unemployment is expected to taper off as manpower requirements begin to expand. An additional 1,609 miners and quarrymen and at least 930 laborers will be employed in the industry, while 85 supervisors and foremen will also be hired over the same period.

In anticipation of these new manpower needs, a comprehensive training program designed to provide an adequate supply of skilled workers who can contribute most towards increasing the industry's productivity has been drawn up. This program consists of basic and advanced skills training, with emphasis on heavy equipment operation; seminar-workshops on supervisory development; and instructor training.

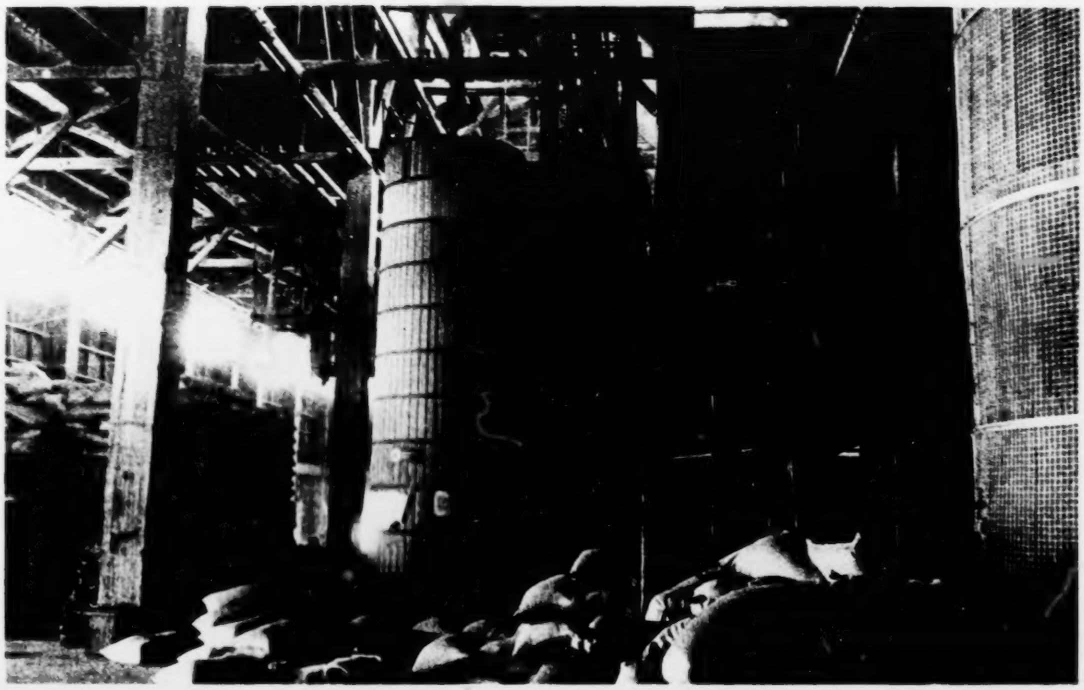
Intensifying the search for alternative sources of energy.

Through the training contract scheme, the NMYC-WB Vocational Training Project expects to train 13 percent of the total number of workers who will require training during the five-year period starting 1982. This number is expected to range between a minimum of 2,000 and a maximum of 8,000.

While overall prospects for growth of the coal mining industry are concededly bright, there are still serious obstacles and problems which could impede its future progress. For one thing, local mining technology requires a lot of upgrading to bring it up to modern standards. Obsolete machines now used in the extraction of coal limit diggings to a maximum depth of 30 meters. Inadequate geological studies and dated geological maps hamper the systematic identification of coal reserves as well as their age, rank and structure.

Support infrastructures, especially roads and bridges, also need to be built or upgraded to improve access to the minesites and facilitate the delivery of products to end-users.

The high cost of exploration and develop-



Appropriate safeguards must be instituted to protect the environment.

ment, coupled with inadequate incentives, imposes another major constraint on the full development of the industry. Investments in coal mining are further made unattractive by an unrealistic pricing policy which puts foreign producers on a competitive footing with domestic producers.

Finally, the industry has to contend with a shortage of workers who are capable of operating certain types of machineries used in the industry. This situation persists mainly because of the dearth of information regarding employment in the industry itself.

Policy Thrust

The accelerated development of the coal industry will obviously depend on the adoption of certain steps and policy measures or the intensified implementation of measures already in place. First, there is a need to review existing incentive schemes so as to make exploration and development more attractive to investors. A similar review of price policy has also to be undertaken so as to provide protection to the local coal industry. At the same time, appropriate safeguards have to be instituted to protect the environment against the well-known hazards of coal mining and coal-fired plants.

To further encourage production, the coal conversion program initiated in the cement industry could be extended to other industries.

Efforts to develop the industry in general should be matched by corresponding measures to ensure the welfare of workers. Workers should be paid a just compensation which would provide them with at least a minimum standard of living. Social security coverage should be extended to workers in the industry. Price stabilization measures should be enforced to soften the impact of price increases on incomes.

To balance manpower demand and supply, greater coordination between government and private training institutions and employers is called for.

Program Thrust

The Bureau of Energy Development has pointed out the appropriate directions which ought to be taken to meet the industry's objectives. These are:

1. Sustained and intensive exploration and development of proven reserves;
2. The use of the longwall mining method on a bigger scale to attain higher mining recovery;
3. The use of inferior coal whenever possible so as to save high-quality coal for more selective uses;
4. The design and development of coal-fired power plants and cement plants; and
5. The implementation of an accelerated program to develop trained Filipino manpower for the industry.

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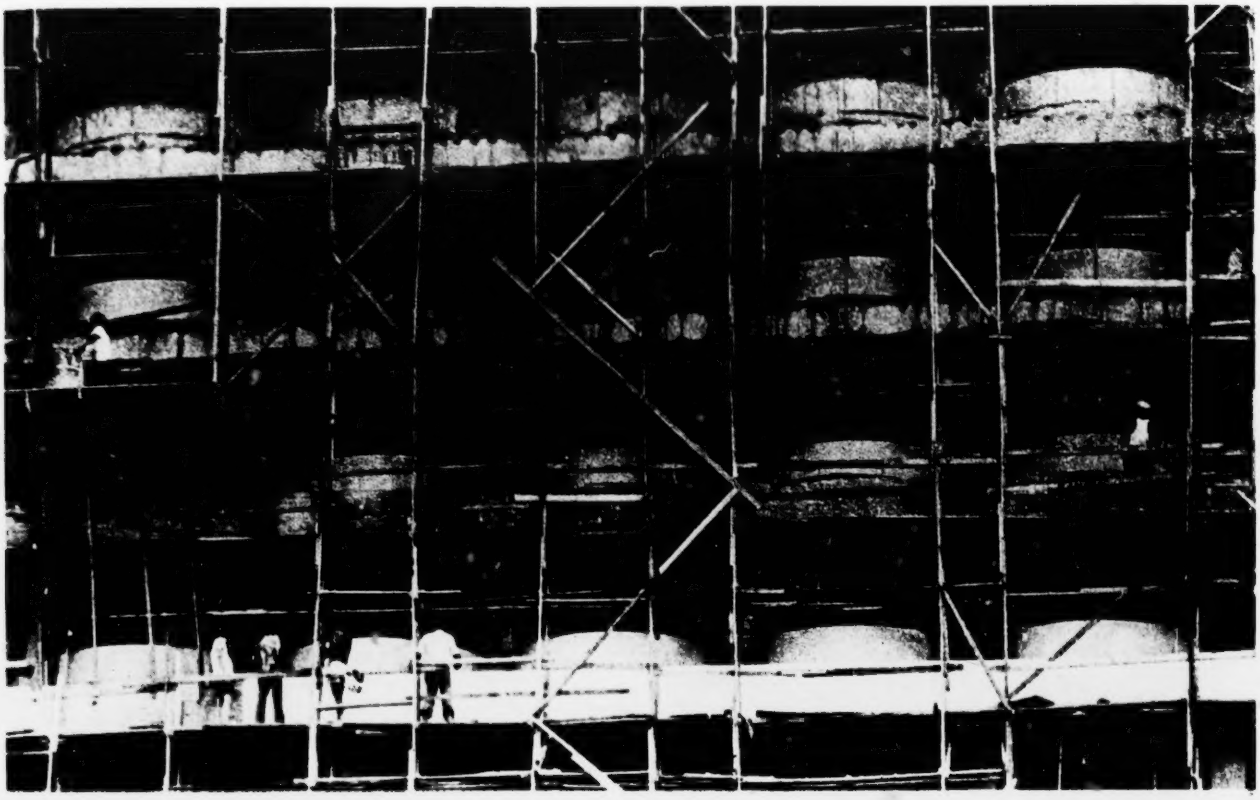


A labor force of 1,245,000 estimated by 1985.

THE CONSTRUCTION INDUSTRY

Industry Profile

One of the major factors which has helped to hasten the development process in the Philippines is the infrastructure program of the government. Numerous projects involving the construction of highways, bridges, ports, airports, dams and buildings, among others, have directly spurred the growth of the construction industry and contributed to the respectable performance of the economy as a whole.

This, along with the increased participation of Philippine construction companies in overseas projects, enabled the industry to post a remarkable record of growth during the last decade. As of 1978, a total of 1,275 construction companies operated all over the country, 928 of which were located in Metro Manila. Majority of the firms were large because of the huge capital requirements needed for investment in construction projects.

Manpower supply, however, grew at a relatively slow annual rate of 4 percent between 1971 and 1978, from 460,000 to 698,000. The years 1974, 1976 and 1977 saw a decline in the industry's labor force, mainly because of the high cost of construction materials which prompted the government and private sectors to slow down the pace of infrastructure development and other related projects.

In 1978, as opportunities for overseas employment widened the labor force increased by about 83,000. With the sustained effort to tap the overseas labor market, the annual rate of growth of the industry's labor force is expected to be at an average of 10.9 percent, raising the total of 914,000 in 1982 to 1,245,000 in 1985.

Domestic employment tended to fluctuate erratically in the past. In 1974, the number of employed workers decreased to 394,000 from the 1971 level of 438,000. On the other hand, employment abruptly increased to 437,000 in 1975 as the government stepped up the construction of tourism infrastructures, particularly hotels along with the housing projects and rural utility infrastructure projects. From then on, the level of employment in the industry grew at an average rate of 5.4 percent annually reaching 512,000 in 1978.

Projections indicate that employment will grow at an annual rate of 11.3 percent from 713,000 in 1982 to 983,000 in 1985. During the same period, the manpower requirements of the industry is estimated to grow at a yearly average of 86,000. The largest percentage of workers employed locally will belong to the residential and non-residential building construction group which will continue to dominate the industry with total employment reaching about 450,000 by 1985.

Overseas employment of Filipino construction workers is estimated to increase from 17,400 in 1978 to 140,000 in 1985. This will be composed mainly of light and heavy equipment maintenance and servicing operators, mechanical maintenance and repairmen, millwrights, carpenters and masons who will account for about 70 percent of the force employed abroad.

The industry's level of growth in the seventies would have been higher, had it not been for some economic, social and political problems, mainly market instability, lack of financial support, high interest rates, higher cost of building materials and labor, scarcity of building materials and stiff competition from foreign contractors. Some of these problems still persist up to the present.

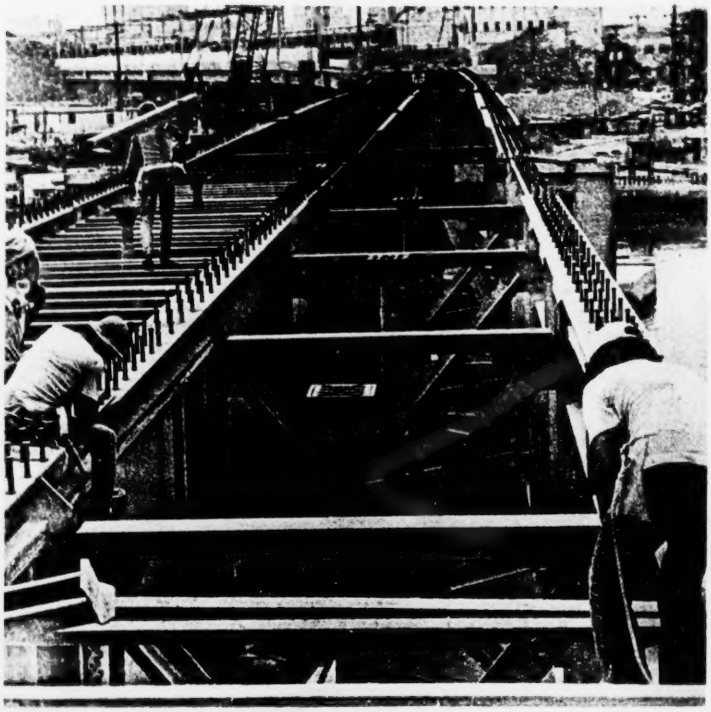
Policy Thrust

The major policy thrusts set for the industry according to the Philippine Development Plan, 1983-1987 include:

1. the intensification of housing programs, infrastructure and major industrial development projects, industrial estates and trade support facilities; and
2. sectoral restructuring and implementation of development programs to build a strong industrial base that is efficient, world-competitive and appropriate to the country's comparative advantage.

The development of small-scale infrastructure projects in rural areas such as irrigation systems, mini-hydro projects, farm-to-market roads, bridges, school buildings, telecommunication systems and the like will be pursued. Larger projects will be implemented and proper maintenance of existing facilities will be undertaken parallel to and supportive of smaller projects.

With regard to the policy directions on overseas employment, export of Filipino construction workers are planned to be completely in the hands of local contractors. Toward this end, local contractors are being given special tax subsidies by the government under the Overseas Construction Incentive Act whenever they land contracts for World Bank projects which puts them at a competitive level with foreign competitors. Likewise, the Philippine Export and Foreign Loan Guarantee Corporation offers standby letters of guarantee to local contractors with prospective projects abroad. All duly accredited Filipino construction firms are also given various types of tax credits.



A total employment figure of 450,000 construction workers by 1985.

Program Thrust

Recent industry surveys show that critical needs for certain skills have developed in both the domestic and overseas market for construction workers. Meeting skills demand abroad would result in a shortage of manpower needed for domestic construction work. To correct this possible imbalance, the training program for the construction industry should be geared towards the training or re-training of exportable skills to meet the overseas demand in addition to the training of workers to meet our local requirements.

The local component of the manpower training programs aims to provide adequate training to about 342,000 persons over the four-year period. On the other hand, training to meet overseas demand will be adjusted according to the projected needs. A maximum training target of 70,000 workers has been set for the plan period. Training of trainors will be given priority in order to support the manpower build-up in the industry.

THE ELECTRONICS INDUSTRY

Industry Profile

The electronics industry consists of all establishments engaged in the manufacture of electronic data-processing equipment and accessories; radio and television receiving sets; sound recording and reproducing equipment; gramophone records and pre-recording equipment; electrical and electronic communications equipment; typewriters and duplicating machines, except photocopying machines; weighing machines, except scientific weighing apparatus used in laboratories; and signalling, transmitting and detection equipment. Also considered as part of the industry are repair and maintenance shops for office computing and accounting machines, radio and television and electronic equipment and components.

The industry had its beginnings in the humble reconditioning electronic and servicing shops of the early fifties. Gradually, it progressed into assembly operations and then further into the actual manufacture of electronic sub-assemblies and components, particularly semi-conductors.

As the international market for electronic products expanded, some electronic firms began to relocate their factories in the Philippines to take advantage of the cheap labor and the highly-skilled professional work-force available in the country. This resulted in a dramatic increase in production starting from the final years of the last decade. By 1981, the local electronics industry had captured 20 percent of the international electronic subcontracting market, propelling the industry into the topmost position among the country's leading non-traditional dollar-earners. Total electronic exports registered an annual average growth rate of 63.5 percent, from $104 million in 1977 to $746 million in 1981, raising the industry's share in total exports from a modest 3.3 percent to a considerable 13.3 percent.

Lead industry for the '80s: Semi-conductor components.

Despite the industry's remarkable growth rate and impressive export performance during the last few years, several important factors could influence the future prospects of the industry. The current slump in the international market, particularly in the United States which imports half of the country's production as well as in Japan and in some European countries, has already prompted the local subsidiaries of foreign electronic firms to reduce production considerably. This is aggravated by the inability of local manufacturers to keep pace with the fast-changing technology in the field of electronics world-wide, coupled with a similar lag in the adoption of modern technology by the available local technical work-force. Other factors that could adversely influence the development of the industry are:

1. inadequate transport and communications facilities;
2. escalating real estate prices and the inadequacy of financial and other incentives for the construction of assembly plants;
3. the small domestic market and limited access to foreign markets; and
4. some perceived instability in the local labor front.

These problems and conditions, notwithstanding, the industry is predicted to continue growing during the period, 1982-1985, and beyond, and employment is expected to show a rapid pace of growth at the same time. By 1985, the industry is projected to employ 36,600 workers, a substantial improvement over the 1973 and 1977 figures of 5,900 and 11,600, respectively. This means that over the plan period the industry would have to absorb 15,973 new workers, mostly electrical and electronics equipment assemblers, the demand for whom would average 2,570 annually. On the other hand, the trained labor force is projected to reach 48,400 by 1985, but only a small fraction of these (10 percent) will be employable because of inadequate training caused by obsolete equipment, insufficient training modules, the relative inexperience of instructors and superficial course content.

To satisfy the projected labor requirements of the industry, an intensified training program would have to be implemented over the plan period. Such a program should be capable of producing at least 2,000 graduates and a maximum of 4,300 every year.

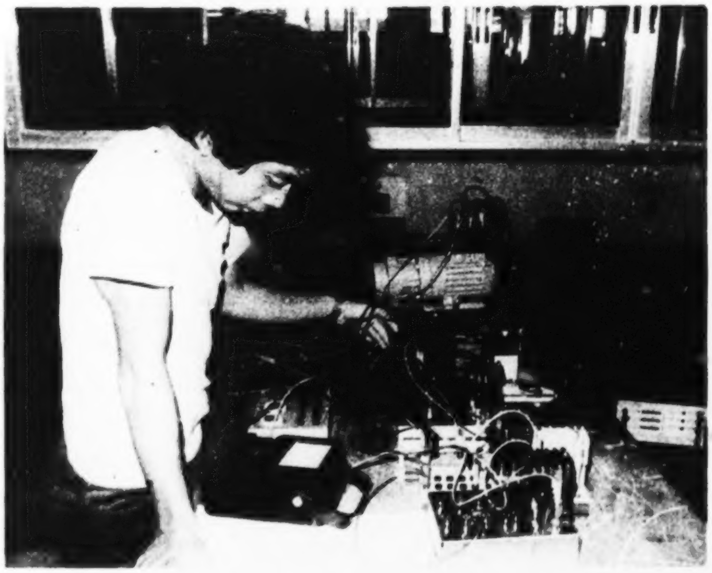
Policy Thrust

The government has taken full recognition of the industry's impressive performance in recent years. And it also recognizes the high potential for growth of the industry in the future, if given appropriate support and incentives. To further accelerate its development, the government has therefore singled out the industry for special incentives. Thus, in addition to the incentives normally given to export industries registered with the Board of Investments, semiconductor manufacturers have been granted additional exemptions from income taxes and import duties, contractors tax, and taxes on accumulated profits. In addition, the Technology Transfer Board allows foreign licensers a bonus-tax exemption of two percent of net foreign exchange earnings on exports, provided they enter into a technology transfer agreement with local companies.

Government regulations on the employment of foreign nationals have been relaxed; as are those governing technology transfer agreements and industrial property licenses

The settlement of labor disputes involving semiconductor firms are accorded the highest priority by the Ministry of Labor and Employment. The processing of clearances for the importation of equipment, spare parts, raw materials and supplies has been expedited; and firms are allowed the unrestricted use of machinery, equipment and spare parts consigned to them, provided that these are covered by re-export bonds.

As an added inducement for them to go into training, the government considers the financing of industry-wide training programs by semiconductor firms as constituting compliance with General Order No. 47, which requires large establishments to provide employees with rice and corn.



A shift to more sophisticated assembly technology.

All these incentives are being extended to electronic manufacturers not only to sustain the growth of the industry but also to encourage them to shift to more sophisticated assembly technology and product lines and even venture into the production of finished consumer and industrial products.

Program Thrust

For the coming years the government has established three priority goals for the industry, increased foreign-exchange earnings, increased employment, and the wider use of indigenous raw materials. To achieve these goals, government and industry should work hand in hand in promoting Philippine electronic products overseas, developing allied industries which make use of local raw materials, the modernization of manufacturing facilities and equipment, the development of new and finished products, and the design and conduct of appropriate training programs for the industry.

Training during the plan period needs to be focused on skills upgrading of employed workers to bring their knowhow up to date as well as on the improvement of supervisory and managerial skills with the emphasis on quality control and product standardization. The training courses to be conducted will cover several fields of specialization, including: electronic equipment assembly, electronic components fitting, telephone and telegraph installation, radio and television repair, manufacturing of television transmitters and signalling and detection equipment, and the manufacture of semiconductor components.

THE FOOTWEAR AND LEATHERGOODS INDUSTRY

Industry Profile

The country's Footwear and Leathergoods Industry had its beginnings at the turn of the century. Starting as a cottage industry, it has emerged as one of the most promising foreign exchange earners in our midst. Both facets of this entity have been displaying remarkable capability in achieving growth momentum, despite the fact that most shoe manufacture and leather tanning are carried out in cottage- and small-scale types of operations.

The industry is characterized by the extraction of leather or raw hide from animals and treating these with preservative chemicals, along with their conversion into finished or semi-finished products such as shoes, bags, upholstery, etc.

Composed mainly of small firms, shoe manufacturers and leather makers are mostly located in Marikina, Metro Manila. The larger establishments, i.e. those with capitalization of ₱200,000 and above, are dispersed around Manila and the different regions, notably Metro Cebu in the Visayas. Out of the total employment of 10,000 in 1972, 81.3 percent were engaged in shoemaking while the rest were employed in the leather sub-sector. In 1978, or six years later, the employment figures in the whole industry rose to 20,000, a compound growth rate of 12.2 percent. The growth in employment could be attributed to the increase in the number of large firms from 127 to 1,118.

However, a significant change in terms of occupational distribution was observed during the same period as leather extractors comprised 43.7 percent of the employed in 1978 against 18.7 percent in 1972, while makers of footwear dropped down to 56.3 percent. The shift may be attributed to the recognition of the importance of manufacturing raw materials as inputs to shoemaking and other leather products. Also, their occupational distribution was diversely apportioned among white-collar and blue-collar workers. In both industries' actual operation, about 93.9 percent were classified as blue-collars and only 6.1 percent were white-collar workers.

On the minimum level, employment in the Footwear and Leathergoods Industry has been projected to grow at a rate of 12.2 percent during the period 1982-1985. The estimated increase will be from 39,700 in 1984 to 44,600 in 1985. At an average increase of about 4,400 workers a year, the industry will employ an additional 13,100 workers by 1985.

During the plan period, employment in the Footwear Industry should account for 71.5 percent of the total employment with 28,500 workers in 1984. This will rise to 32,000 in 1985. For its part employment in the Leathergoods Industry is estimated at 11.4 thousand or 28.5 percent in 1984 and will become 12,800 in 1985. On maximum-level projections employment in the Footwear Industry will reach 61,000 in 1984, showing a difference of 32,000 from the previous estimates. This will come to a growth rate of 11.6

Remarkable capability in growth momentum.

percent; thus, reaching about 68,600 by 1985. On the same level of assumption, the Leathergoods Industry will have 29,800 workers in 1984 and increasing to 36,600 in 1985.

While the industry has taken strides toward the improvement of its productive capabilities, it does not seem to have kept proportionately in step with its potential. For one thing, experts have observed how the Footwear Industry has received minimal support from the national government as compared to other industries. An outstanding deterrent to an expanded footwear effort is the lack of financing for the acquisition of modern machinery and equipment, especially in the manufacture of shoes for export.

The Shoes and Leathergoods Industries rely, to a great extent, on imported hide. This is because there is insufficient quality and quantity of the local variety, the reason being the type and size of cattle population, the manner of slaughtering, and the poor skills involved in the flaying and preserving of the hide. Ordinarily, local tanneries do not process high-grade leather owing to the high cost of imported leather, raw hide and the chemicals used in production.

Policy Thrust

For the past years, the government has continually instituted developmental policies for the Footwear and Leathergoods Industry to make it more dynamically responsive to changing economic conditions. It has provided financial assistance in terms of short- and long-term loans through the PNB, DBP and the Central Bank. In the coming plan period, the industry will have to be restructured to meet the changing demands and instabilities in the world economy. Efforts to promote industrial growth will have to continue focusing on the development of shoes and leathergoods as non-traditional exports.

A policy of support shall be pursued to include the rationalization of tariff rates, the realignment of the indirect tax structure and domestic and trade promotion. In this connection, some incentives shall be provided to registered enterprises for the export of their completely finished products and commodities such as: double deduction from taxable income of ordinary and necessary expenses incurred for the purpose of promoting the sale of their products abroad, double deduction from taxable income of the amount of freight on vessels of Philippine registry, and a tax credit of 7 percent the total cost of raw materials and supplies used in the manufacture of the products exported, or the equivalent amount of tax paid on said raw materials and supplies.

Lack of funds has impeded the manufacture of shoes for export.

Program Thrust

The development of a training framework for this industry is directed towards two goals:

1. increased productivity and profitability to widen employment opportunities, increase incomes of workers, attain high-level targets and achieve better-quality outputs; and
2. development of specialized and standardized production system in order to attain economies of scale in production.

Furthermore, the nature of training schemes would have to change drastically to cope with the advances in technology. Initially, the training of trainors in all aspects concerning modern footwear and leathergoods manufacture and technology would have to be taken up to support this manpower build-up. Priority will be given to both upgrading and supervisory skills training. For new entrants, the provision of basic-skills training will have to be concentrated on the following skills classification:

1. Upper-leather and fabric cutting;
2. Upper closing;
3. Casting;
4. Bottom-components clicking;
5. Bottom construction; and
6. Finishing.

With the average total of 14,400 required manpower for both industries during the plan period, the NMYC-World Bank Vocational Training Project will train around 5,500 persons or at least 3,400 for the remaining two years through the Training Contract Scheme. The remaining 61.7 percent will have to be supplied by other training institutions.

THE GARMENTS INDUSTRY

Industry Profile

The Garments Industry includes all business enterprises engaged in the production of ready-to-wear apparel and other accessories from either locally manufactured textile materials or imported fabrics. It is a low-capital, labor-intensive industry, with a work-force predominantly composed of women.

From the small, cottage-industry type of enterprises which catered mainly to the domestic market, the industry has today evolved into a major dollar-earner and a major source of employment. The rapid growth of the industry in recent years has been fueled by several factors, foremost among which are:

1. the availability of cheap but skilled labor in the Philippines and, conversely, the continuous rise in labor costs in some garment-exporting countries;
2. the growing acceptability of ready-to-wear apparel in the domestic market engendered by the high-powered mass media marketing of "signature" clothing; and
3. deliberate policy measures adopted by the government to spur the growth of the industry, including the introduction of liberal incentives for foreign investments, the creation of export processing zones and a more aggressive export-promotion effort.

All this has spurred the Garments Industry on to unprecedented levels of growth. From 1975 to 1979, the industry had an average rate of growth of 35 percent annually, with value added at constant prices increasing from ₱54,000 to ₱3.8 million over the same period This high level of growth has been mainly boosted by the tremendous gains realized in the export sector. While the domestic market expanded at a 5 percent annual rate between 1975 and 1978 to an estimated ₱600 million, exports grew at a hefty annual average rate of 68 percent over the same period, from $107 million to $326.3 million. Garments thus became the country's leading non-traditional export, accounting for nearly one-third of the entire exports of the manufacturing sector.

For almost two decades now, the garments industry has consistently remained as one of the principal employers of Philippine labor among the manufacturing industries. In 1975 when the industry had an estimated labor force of 115,000, around 113,000 workers were in the employ of some 28,000 garment-making establishments. The sudden surge in exports during the next few years stimulated a parallel upswing in employment so that by 1979 the industry was employing 271,499 workers. A similar movement could be noted in labor force participation which rose to 336,000.

The upsurge in employment continued until 1982 when the industry counted 415,000 employees. The trend is expected to be sustained up to the end of the plan period in 1985 as the employment growth rate averages 15.2 percent per year raising employment further up to 635,000. The occupational distribution of workers is also expected to remain the same as that in 1979, with sewers and embroiderers accounting for 45 percent of the total, followed by tailors and dressmakers with 39 percent.

During the four-year plan period, production is projected to increase by 18 percent per year. The attainment of this target, though, will be determined to a large extent by the industry's ability to cope with several problems and constraints, specifically the lack of modern technology, shortage of skilled manpower, inadequate financing, inefficient administrative and quality-control systems, lack of quality raw materials, and stiff competition and restrictive quotas in the international market.

A principal employer of Labor and a major non-traditional dollar earner.

Policy Thrust

The garments industry contributes greatly towards the achievement of at least two of the government's basic objectives: employment generation and export promotion. Government is thus committed to support the development and modernization of the industry.

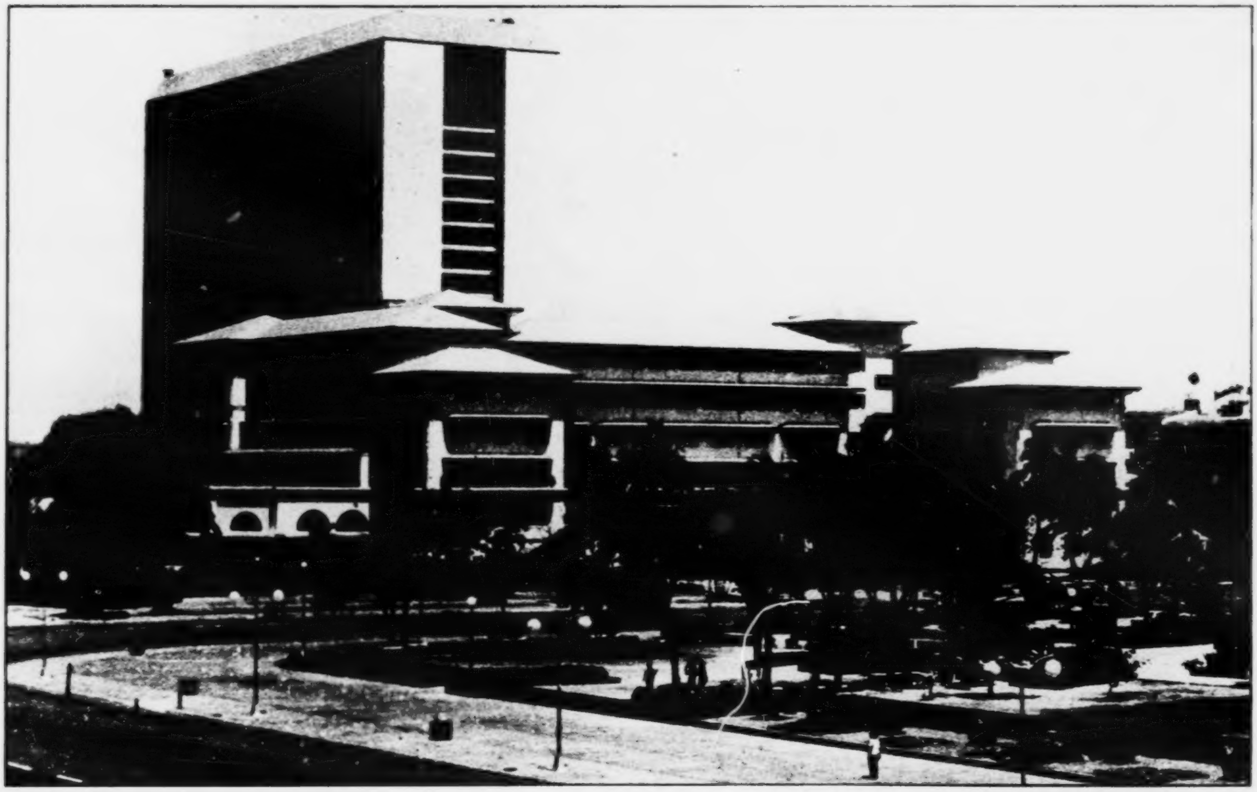
Some of the efforts of the government to promote the growth of the industry involve an aggressive marketing and promotion campaign in foreign markets, serious negotiations for the liberalization of quotas with other countries, the regional dispersal of garment firms, the modernization of facilities in the garments industry itself as well as the textile industry, and the upgrading of manpower skills, particularly entrepreneurial and production skills.

Program Thrust

The sustained growth of the industry during the plan-period 1982-1985 will aggravate the existing shortage of trained manpower. The estimated manpower requirements for the period are placed at an average of 69,000 workers per year or a total of 274,000 during the next four years. While the industry itself can fill part of its training requirements, the greater burden will have to be borne by vocational and technical training institutions.

Training programs, moreover, would have to focus on the improvement of supervisory skills, with emphasis on quality more than mere quantity. The training of supervisors, foremen and instructors will therefore take precedence over skills training for inexperienced workers. Such programs should incorporate courses on quality control and effective management which have been identified as the weakest spots of the manpower available to the industry.

Bright prospects for growth despite serious obstacles.



THE HOTEL AND RESTAURANT INDUSTRY

Industry Profile

Hotels and restaurants are among the most basic infrastructures of the tourism industry. With the encouraging growth of tourism in recent years, the hotels and restaurant industry experienced a correspondingly higher rate of growth and in the process contributed substantially to the country's total foreign exchange earnings.

In terms of employment generation, the industry has made some modest gains over the years. Over the four-year period between 1979 and 1982, 16,728 new workers were employed in the industry, bringing the total employment figure to 134,236. This represents 3.7 percent of all service workers. Because of the concentration of these facilities in the metropolitan area, most of the employed were located in Metro Manila.

The industry which includes 745 hotels and restaurants has been drawing a sizeable number of experienced workers into its labor force. In 1982, the experienced labor force grew to 115,292. This represented a 3.5 percent annual rate of growth over the ten-year period beginning in 1973. Majority of these were graduates of hotel and restaurant management, commerce and related fields.

Tourism being the fickle business that it is, hotels and restaurants have been most vulnerable to changes in the political and social conditions of the country. They must also contend with some major problems related to capital outlays, increasing operating costs, stiff competition within the industry, the high cost of imported goods required in the operation of the business and a shortage of skilled manpower, particularly in the upper levels of management.

Policy Thrust

The Philippine Development Plan projects tourist arrivals to increase at the rate of 6.7 percent per annum from 1983 to 1987. The attainment of this objective, however, depends on the successful conduct of an intensive tourism promotion campaign principally aimed at attracting a bigger share of the international tourist market, encouraging domestic tourism and making Manila the convention capital of Asia.

To further boost the tourism industry, a program for the regional dispersal of tourism facilities has been worked out. Support services and industries, like food production and processing, are also being encouraged. And the country's air policy is being rationalized.

Efforts are also being exerted towards upgrading and professionalizing the industry's work-force. Formal training and special courses on the different skills required in the industry have to be invigorated.

Program Thrust

The manpower development program for the hotel and restaurant industry during the plan period is geared towards matching the skills of the labor force with the manpower requirements of the industry at every level of employment.

It is estimated that from 1983 to 1987, 133,436 workers will have to be trained to enhance their employability or upgrade the capabilities of those having jobs. The basic skills training program will benefit about 98,758 workers in small restaurants, food stores, food chains and catering services. Some 34.678 persons will also have to undergo supervisory training. A World Bank report outlines an appropriate training scheme which is precisely aimed at upgrading the skills of workers in the industry.

HRIBFI

THE "BIG BROTHER, SMALL BROTHER". FACTOR

At the National Tripartite Conference on the Hotel and Restaurant Industry held in Manila on January 9 and 10, 1979, the representatives from the government, labor and management sectors discussed various issues affecting the hotel and restaurant industry.

One policy decision agreed upon was the immediate constitution of the Tripartite Industry Board for the hotel and restaurant industry.

To carry out this recommendation, and in response to the need for trained workers, the National Manpower and Youth Council (NMYC) created the Hotel and Restaurant Industry Board (HRIB), a non-stock, non-profit technical foundation which is now actively pursuing its objectives and programs.

The commitment of the hotel and restaurant industry to ensure an adequate supply of trained manpower can be seen through the activities of the Hotel and Restaurant Industry Board Foundation, Inc. (HRIBFI). Since its creation in 1980, the HRIBFI has developed and implemented training activities, although these programs were basically geared towards the hotels and restaurants in Metro Manila. Predictably, a need arose for the HRIBFI to reach out to the hotels and restaurants in the regions.

The response to this was the Regionalization Scheme. Originating with a Regional HRIB in Region VIII (Eastern Visayas), this has been followed by other chapters in Regions I (Northern Luzon) and V (Bicol). As more and more provinces are becoming tourist destinations the hotels and restaurants in the regions must train and upgrade the skills of their personnel to assure their guests of quality service. In this light, more regional HRIBs shall be established in the immediate future.

With Regional HRIBs, the training needs of the industry, especially the small hotels and restaurants, can be adequately met. Regional HRIBs can also bring about a "Big Brother, Small Brother" relationship wherein the expertise and facilities of big hotels can be shared with smaller hotels and restaurants.

This sharing arrangement is one way by which the HRIBFI is building up its own internal manpower development capability.

The HRIBFI believes that trainees should be exposed to the actual situation of serving in the industry. This can be realized through the setting up of a Hotel and Restaurant Training Center which will develop and upgrade the skills of workers in the industry. While one of the concerns of the HRIBFI is to train skilled manpower, it also has the ultimate responsibility of seeing to it that workers are certified based on their skills. This can only be possible if there is to be but one body to conduct the tests to categorize the skills-level of workers. Since the members of the HRIBFI are coming from industry, then the industry is now tasked with the responsibility of regulating itself. This shall be the aim of the HRIBFI in the long run, even as it continues to train for skilled manpower and pursue activities towards the goal of certifying workers in the trade.

LRT: A grace note in the decade's heavy traffic.

THE LAND TRANSPORTATION INDUSTRY

Industry Profile

The Land Transportation Industry covers companies furnishing transport by inter-provincial and suburban railroads and services allied to railway transportation facilities either on scheduled or unscheduled trips, such as buses, jeeps, limousines, trucks, cars, animal-drawn vehicles for the transport of passengers or freight. Included here are other services such as the overhaul and repair of railway-rolling stocks and the construction and maintenance of railway companies.

This industry can be tracked back even before the formal law on land transportation was passed in 1912 which created an Automotive Section in what was then the Bureau of Public Works. As the mode of transport became sophisticated and powerful over the years, the government undertook a series of reorganizations to improve its services in the sector. Consequently, in July, 1977 an Executive Order (No. 54) was promulgated which established the now Bureau of Land Transportation.

During the period 1970-1979, the number of registered motor vehicles increased from 565,000 to 1.2 million. On the other hand, the figure for licensed drivers rose from 286,000 to 1.6 million. In the year previous, the Ministry of Transportation implemented a rerouting system which phased out mini-buses and jeepneys from major lines in Metro Manila and fielded 1,064 new diesel-engine buses. This was in preparation for the Light Rail Transit which is expected to ease the transportation system in the country's busiest streets.

The increasing rate of motorization has brought to light the need for an efficient system of enforcement of transport and traffic rules. This need has been made more urgent by the current crisis and the apparent breakdown not only in the discipline of drivers but also that of all the workers from technicians to supervisors and managers of the whole transportation system.

A growing employment was recorded in the industry, posting a total of 91,000 in 1973 and climbing to 120,000 in 1977. Among the paid workers, motor-vehicle drivers ranked first in employment. During the plan period employment in the industry will exhibit an upward trend from 169,700 to about 208,300 in 1985. Both working owners and paid employees will continually increase. Among the paid workers, the motor-vehicle drivers will have the highest employment rising from 92,400 to about 113,400 in 1985. Thus, the projected manpower requirements of the industry will rise from 7,600 in 1982 to 9,300 in 1985. Motor-vehicle drivers will comprise the biggest share with 6,000 to 7,500 in the same period.

In trying to evolve a viable, adequate and safe service for the populace, the industry has been encountering several problems that limit its fullest development. For one thing, the supply of adequately trained manpower failed to match the number of required workers in the country. And while the attainment of skills is considered very vital to job performance, an orientation on the peculiarities of such job, including the work situation, is important. Information campaigns on the rules of the road, traffic signs and road markers, acquisition or renewal of licenses and the like are so limited and short-lived. Then there is the absence of systematic information and data-base to provide management a framework for improving operations. Too, the sector has not yet continuously sustained and integrated its organizational structure and fully utilized modern technology.

Policy Thrust

Major policies have been formulated to ensure a dynamic growth of the sector. Among these are:

1. To provide for a national development program aimed at training the labor force for gainful employment as well as extend incentive schemes to any employer or organization for the conduct of training;
2. To establish harmonious relations between workers and employers for the protection of labor and the assurance of workers' rights to self-organization, remuneration and favorable working conditions; and
3. To promote full employment, manpower development and equal working opportunities and encourage the utilization of labor-intensive techniques of production.

Program Thrust

In line with the manpower requirements of the industry, training programs will be addressed primarily to motor-vehicle drivers. Also to be intensified will be training for transport conductors, motor-vehicle mechanics, road transport supervisors, dock and freight handlers, machinery fitters and assemblers, railway brakesmen and signalmen.

Basic courses will include Driver Improvement Course, Defensive Driving Course, Conductor Orientation Course, Customer Relation Seminar-Workshop for Inspectors, Welding, Maching Fitting and Assembly, Auto-Mechanics, Porters Training and Basic Supervisory Course. Upgrading courses shall consist of Refresher Courses for drivers and conductors, Advanced Courses in Defensive Driving, Welding and Auto-Mechanics and Dynamics of Supervision. Meanwhile, seminar-workshops on Transport Management, Trainors Training and Advanced Supervisory Courses will be some of the supervisory courses to be offered.

Land Transportation Industry Board Foundation, Inc.

The Land Transportation Industry Board Foundation, Inc. (LTIBFI) is generally regarded by the industry as its partner in meeting its manpower development needs. Since its inception in 1978, the LTIBFI has functioned along this line and, en route, conducted an extensive study on the land transportation industry and manpower profile. It also initiated a survey on Personal Inventory Data intended to locate problems in the personnel aspect. Based on the findings, a number of training programs have been organized.

These programs were primarily addressed to companies without internal manpower development systems, of which there are many in the land transportation industry. Invitations have also been extended to firms with well-developed Human Resources Development sections which may choose to decrease expenses on their internal HRD and allow the LTIBFI to assume some of their functions.

To cope with the prevailing economic situation, the Board has considered immediate regionalization, with the prospect of reaching out and responding to the needs of a greater number of clients at much lesser cost. Also, the Board is eyeing Phase II of the NMYC-World Bank Vocational Training Project for the possible establishment of a Specialized Training Center, the graduates from which should successfully meet the specifications of the industry.

The LTIBFI has untiringly explored all possibilities to make itself more attractive and therefore saleable to potential member companies. With the advantage of a vigorous membership base, the Board could eventually achieve self-sufficiency, given its voluntary membership scheme, especially with continued government assistance. The industry regards the LTIBFI, in time, as the body to coordinate the manpower development programs of firms within the scope of the Land Transportation Industry. At a much higher level, the industry also sees the Board as serving the NMYC's delivery mechanism for its manpower service package for the land transportation industry group. Too, should it so decide, the LTIBFI could serve as the forum through which issues of vital interest can be tackled.

THE METALS AND ENGINEERING INDUSTRY

Industry Profile

The Metals and Engineering Industry derives its importance from its close linkages with and impact on other productive sectors of the economy. The industry provides a variety of intermediate and finished products as well as services to several vital sectors and industries, like metal products manufacturing, agriculture, food processing, automotive, transport, communications, appliance, textile, chemical processing, heavy engineering, electrical engineering, machine tools and mechanical engineering.

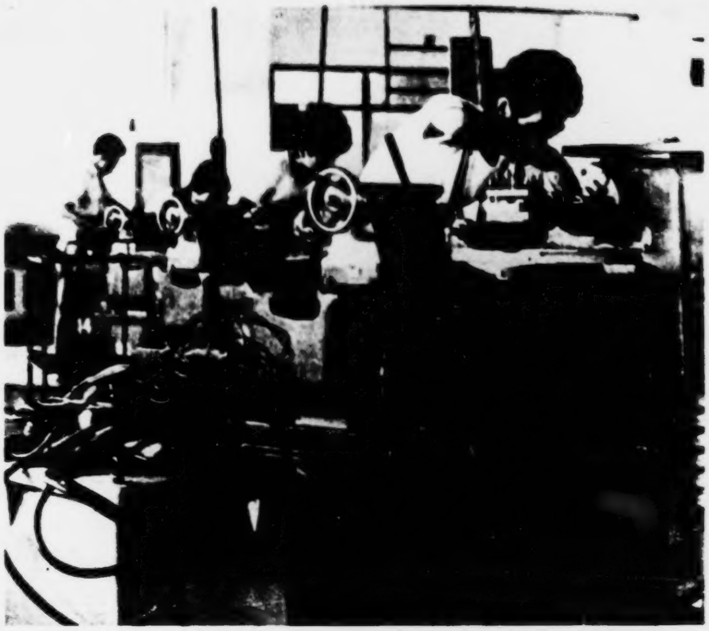
The industry is labor-intensive. And small- and medium-scale establishments predominate. In 1979, 2,500 firms were classified as part of the industry and fully 90 percent of these were located in the Metro Manila area.

During the last few years, the industry underwent a period of vigorous growth. Total production which stood at ₱5 billion in 1974 shot up to ₱10 billion in 1979.

Although employment in the industry remained almost constant at 83 percent in 1978 and 84 percent in 1981, it was able to absorb more than 30,000 skilled workers over the same period, as manpower supply surged from 93,000 to 120,000. Majority of those employed were tool operators, machine operators, die-makers, welders and bench fitters.

The supply of available skilled manpower is expected to grow at an annual rate of 13.4 percent between 1982 and 1985, boosting the total to 198,000 from the 1982 level of 136,000. Also during the plan period, the industry is expected to make some gains in employment, which would raise its employment ratio from the 1982 level of 84.5 percent to 85.3 percent in 1985.

After a strong showing, limited access to credit.



Following years of hefty growth during the second half of the last decade, the industry has started to exhibit signs of weakening. Technical and financial problems have combined to constrict its growth, among the more serious being: the shortage of capital and skilled labor, the rising cost, and unavailability of raw materials, the heavy dependence on imported raw materials, competition within the industry, the inability to penetrate the export market, limited access to credit and poor collection of accounts.

Policy Thrust

Certain policy initiatives and programs of the government which are designed primarily to develop and modernize specific industries are bound to have some beneficial effects on the metals and engineering sector because of their interdependence. The continued advance of the Progressive Car Manufacturing Program, the implementation of the 11 Major Industrial Projects and the intensification of the rural electrification program, among others, will provide a much needed boost to the revitalization of the Metals and Engineering Industry.

More directly, the industry should profit from the opening of new markets as the government intensifies its export promotion campaign and strengthens its relations with neighboring Asian countries. It can also avail itself of the more liberal credit facilities being offered by various financial institutions and take advantage of the liberalized policy on the importation of equipment and raw materials.

The creation of the Iron and Steel Authority and the Commission for Heavy Engineering Industries should provide still another boost to the industry. The former is charged with the responsibility of setting the standards for the production of iron and steel products, while the latter is responsible for drawing up a general development strategy which would enable the country to produce as much as 50 percent of the equipment needed by local industries.

To stabilize the supply of skilled manpower, the NMYC will continue to assist in the training of workers on needed skills. The industry itself will be encouraged to develop its own manpower development programs through the extension of various training incentive schemes.

Program Thrust

The manpower development plan for the sector is designed not only to match local demand but also to fill the gaps left by workers going overseas. During the plan period, inexperienced workers will have to be trained not only for domestic employment but also for overseas jobs and as replacements for the employees who would seek employment overseas.

The programs set for implementation over the plan period will mainly focus on seven courses based on the principal processes involved in the conversion of metals into finished products – metal forming, welding, forging, heat treatment, foundry and metal finishing.

ACCENT ON ACCREDITATION SERVICES

The brain drain and increased overseas employment the Philippine industrial economy has been experiencing for sometime pose a serious problem to the availability of skilled human resources. Fortunately, and in a big way, our overseas workers have been bringing home dollars the RP economy sorely needs. In this connection, a scheme of developing our human resources to cope with our local as well as our export requirements is imperative.

The Metals and Engineering Industry Board Foundation was organized in October of 1983 and obtained its legal personality on August 25, 1984. The Industry Board's principal concentration is on training services so as to ensure an adequate supply of accredited workers at all levels of employment within the industry groups. These training programs are designed in accordance with felt training needs of the industries and the results of research. In order to reach a large number of companies within the metals and engineering subsector, information on training and development must be disseminated and fanned out to the members and prospective members. Being tripartite in nature, the Industry Board must involve the employer (client/customer), the government (producer) and labor (commodity).

Immediately after its registration with the Securities and Exchange Commission (SEC), two training programs have been approved by the Board and subsequently developed. The Quality Control Course for Jewelry Shop Entrepreneurs was specifically designed and developed for the Meycauayan Jewelry Shop Owners Association. Sponsored by the Meycauayan Manpower Advisory Committee of NMYC, it will be subsidized by the NMYC-World Bank Vocational Training Project. The Foremanship/Supervisory Course in Instrumentation and Process Control will be processed under the Training Contract Scheme subsidy of the same vocational training project.

The issue of making the Industry Board look more attractive to the private sector could be worked out in a "systems approach" strategy which makes use of the different services of NMYC as means to promote and institutionalize the Industry Board Foundations. The Tax Incentive Scheme which actually encourages human resources development in the private sector by allowing corporations to deduct actual training costs from their taxable income within limits specified by law, provided the training programs conducted by the private corporations are certified by NMYC. Since corporations belong to the different subsectors, the Industry Boards which are composed of technical people in a given industry subsector, should be given participation in the certification of the training programs under the Tax Incentive Scheme Subsidy. The use of the NMYC Training Centers should be made available to the private sector and interested firms may avail themselves of the facilities and expertise of the Boards

Trade-testing after completion of the training course should be a "must" and so with corresponding accreditation of the skills after the trainees successfully pass the test. Again, the accreditation services of NMYC could be one area where the Industry Board could perform its recommendatory function to make its image attractive to the private sector. Finally, if the trainees/participants in the training programs are accredited, NMYC should work out a strong linkage with the Ministry of Education and Culture for the grant of equivalent education units and/or diploma/certificate on all levels of training attended and successfully completed.

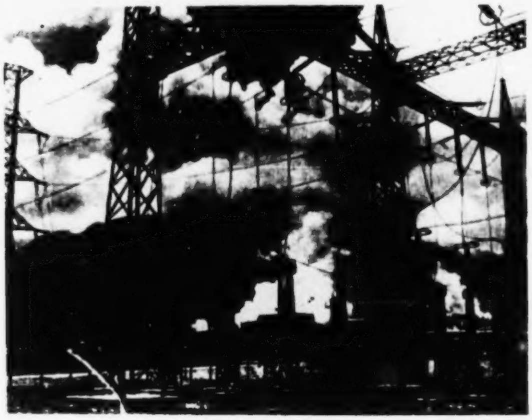
THE POWER, ELECTRICITY, WATER AND GAS INDUSTRY (PEWG)

Industry Profile

In an effort to improve the quality of life of the people and stimulate the economic development of the country, the government has embarked upon an ambitious infrastructure building program designed to extend the benefits of power, electricity, water and gas to all the regions and all sectors of society. In the wake of the oil crisis, the government launched an intensified energy development program to ensure an adequate supply of energy for industrial users and other consumers. At the same time, steps were taken to expand or improve power, electrical, water and gas facilities.

The power, electricity, water and gas (PEWG) industry is defined to include all enterprises engaged in:

1. the generation, transmission and distribution of electric energy by electric power plants;
2. the generation, transmission and distribution of electricity to consumers;



RP's power generation capacity by 1988: 9,598 megawatts.

3. the manufacture of gas and distribution of manufactured or natural gas;
4. the production and distribution of steam and hot water for heating and power purposes, including geothermal and nuclear power plants; and
5. the collection, purification and distribution of water to household, industrial and commercial users.

Among the more substantial achievements of the government in the field of energy is the successful harnessing of geothermal energy. The Philippines is now the world's second biggest user of geothermal energy, with six geothermal plants in operation. The government has also developed hydro, coal and nuclear sources of energy in addition to oil-fired power plants. The power development program is projected to increase the power-generation capacity of the country from 3,165 megawatts in 1978 to 9,598 megawatts in 1988.

A total of 117 electrical cooperatives has been organized nationwide, about 142 of which are holders of private and municipal franchises.

There are two government agencies involved in the management and improvement of power supply: the National Electrification Administration (NEA), and the National Power Corporation (NPC). But the private sector has also contributed in the expansion and modernization of facilities, especially in the urban areas.

Hand in hand with the development of power, the government has also pursued the expansion of water delivery systems in some areas and improved the facilities in other areas. Complementary programs are being undertaken to ensure the efficient utilization and conservation of water resources along with the construction of irrigation systems, flood control and sewage systems and other multi-purpose projects.

The different water development programs are identified according to areas. The Metro Manila Water Supply Improvement Project is primarily designed to improve the water supply in Metro Manila, while the Water District Development Program addresses the needs of other regions. Similarly, the projects in Metro Manila are undertaken by the Metropolitan Waterworks and Sewerage System and the regional programs are carried out by the Local Water Utilities Administration and the Regional Water Development Corporation.

Industry employment data showed an increase of 11,000 from 1975 to 1978. Among the employed, production workers made up 64 percent, with electricians, repairmen, linemen and cable jointers numbering the most and water-treatment plant operators having the least share among the various occupational groups.

In terms of labor-force participation, however, the industry experienced a yearly decline from 96 percent in 1976 to 86 percent in 1977 and further down to 73 percent in 1978. This could be attributed to the decreasing employment absorption rate of the industry resulting from the oil crisis of the seventies which forced a number of establishments to retrench, freeze the hiring of new employees and even lay off some of their personnel.

The world's second biggest user of geothermal energy.

This downturn in the labor-force participation rate could be arrested and reversed as the government proceeds with the implementation of its programs. By 1985, in fact, the labor force is expected to swell to around 126,000, thereby more than keeping pace with the projected expansion of employment from about 51,000 in 1982 to 78 thousand in 1985.

The realization of these targets would depend heavily on the progress of the implementation of plans for the expansion of facilities and services of the industry as a whole and the government sector in particular.

Policy Thrust

The energy and water resource policies of the government are guided by the overriding objectives of reducing the country's dependence on imported oil and developing indigenous sources of energy. While the public sector is expected to continue investing heavily on needed infrastructures, it also encourages the private sector to undertake similar or related activities in the fields of energy development and water resource management. Credit facilities and subsidies, as well as tax incentives, are extended by the government. Such incentives are expected to be given to priority industries in the coming years, although this would be on a selective basis.

During the plan period, the development of manpower skills will be aligned with the requirements of the growing industry. The export of skilled manpower vital to the industry will therefore have to be regulated, and the welfare of workers ensured through an equitable wages-and-incomes policy.

Program Thrust

The importance of the industry to national growth and development makes it imperative that manpower development be closely aligned with its requirements. Over the plan period, an estimated 17,000 workers will need training. Around 5,000 of these will be production workers.

The NMYC-WB Vocational Training Project plans to absorb 1,597 trainees. This number will be made up of 927 trainees in various skills upgrading courses; 505 for basic skills training, and 170 for supervisory training. The last will be conducted for supervisors, foremen and trainors whose knowledge and skills need to be updated on the latest technology.

PEWGIB

APPORTIONING AREAS OF SPECIALIZATION

The Power, Electricity, Water & Gas Industry Board (PEWGIB) was designed to assist member agencies and firms in their manpower development and training needs. This objective it has gradually been achieving more and more. Both in its regional groupings and as a national organization, the PEWGIB has contributed towards the more efficient use of existing resources by serving as a vehicle for cooperation and assistance among member entities.

It is through the PEWGIB that the larger member firms with strong training capabilities share their expertise and facilities not only with each other but, more importantly, with smaller member firms and entities, particularly by bringing their facilities and expertise to the provincial regions or by inviting the regional chapters to their programs. It is on account of this that the larger Metro Manila-based member firms and agencies of the Foundation have attained a measure of popularity. The regional set-up of the Foundation facilitates the transfer of benefits.

And the demand is growing. Because the Metro Manila-based firms are not always able to deliver the required assistance, there is now more and more talk of the need to institutionalize the training arm of the Foundation and to intensify its programs. Also projected is a Specialized Training Center for the industry group, a sort of "graduate level" school for the upgrading and updating of skills, especially considering industrial needs in this age of breathtaking technology changes.

The basic problem, of course, is funding. When the industry boards were still in the planning stage, there was mention of a payroll tax to be imposed on all industries by law. It was fortunate indeed that this did not materialize, since even in "good times" industries were already heavily burdened with social security, medicare employee compensation, among other problems. It was to the credit of the NMYC that it was able to spearhead the formation of some industry boards without the imposition of such a tax. The PEWGIB's ability to function is mainly due to the NMYC subsidy in terms of funds and manpower for its secretariat. Aside from this, the Foundation finds added sustenance in its own voluntarism approach. Membership is not compulsory, and annual membership fees are modest. Aside from support from other government agencies, also very helpful is the assistance from the NMYC-World Bank Training Contract Scheme which provides incentives for individual firms for training.

Despite limited resources, the PEWGIB continues to contribute to the training requirements of this industry sector. This is viewed as an ongoing mechanism for the "developed" firms to share their resources with the "developing" or "underdeveloped" fellow members. The PEWGIB has the capability to serve as a conduit through which members can communicate with one another as well as with the NMYC and thereby achieve some optimization in the use of very scarce resources by apportioning areas of specialization and avoiding unnecessary duplications. By providing a single sector voice, the Foundation can also channel its services where the greatest need is and where economies of scale can do the most good.

As it reaches maturity, the PEWGIB is expected to help in the establishment of trade skill standards. It is only fair that the users of skills should have a hand in defining their requirements so that training curricula can be more directly geared towards actual needs on the shopfloor or in the field. The communication and sharing that the PEWGIB structure provides should facilitate this development. Equally anticipated is that the PEWGIB will become more active in the area of manpower, in particular, the drawing up of a truly solid and meaningful national manpower plan for this sector. The bigger and more self-reliant members join more as a response to a social responsibility to help their colleagues in the sector rather than to make of it an instrument for vested interest. Government's supportive, rather than coercive or taxing role encourages this; and government, represented here by NMYC, the National Power Corporation, the National Electrification Administration, the Metropolitan Waterworks and Sewerage System and the Local Water Utilities Administration, should sustain and intensify such support. The private sector may then be expected to do its share in this noble undertaking.

Losing the impetus of the '50s, aching for new technology.

PRINTING INDUSTRY

Industry Profile

The Printing Industry, under the 1978 Philippine Standard Industrial Classification, consists of photoengraving, electrotyping, stereotyping, typesetting, etc. It is closely related with advertising and publishing, as well as with other trades and industries such as type foundries, manufacturers, equipment engineers and builders.

With its updated printing technology, the Philippines enjoyed the reputation of being one of the best printers in Asia during the '50s. Regrettably, as other countries developed their own techniques, the Philippines has been left behind. It has come about that big companies entrust their printing necessities to printers from Hongkong, Singapore, Japan and other countries leading to the worsening of the deplorable quality of our own printing industry.

A 1977 survey listed 4,100 firms in the industry with less than 20 workers, 1,115 of which were printing firms while the rest were considered publishers. More than 50 percent of these printers (or 835 firms) were located in Metro Manila and 280 in the provinces. As of 1980, the distribution of firms showed 55 percent belonging to the books- and -publishing category, 35 percent to the job- and -commercial printers group, and 10 percent to the newspaper- and -periodicals publishing sector.

For the period 1975 to 1978, employment in the industry showed a fluctuating trend starting at around 24,900 in 1975, dipping to 17,600 in 1977, and accelerating to 49,100 in 1978. This may be attributed to the general decline in economic growth, the slight resurgence of inflation, a continued slump in prices of major traditional exports and an investment slowdown. Production workers comprised the greatest bulk with a 68-percent share of total workers. They consisted of compositors and typesetters, printing pressmen, stereotypers and electrotypers, bookbinders and designers. As for non-production personnel, they were composed of executives and managers, representing 32 percent of the employed in the industry.

For the plan period, employment in the Printing Industry average about 71,400 workers per year. At a rate of 7.0 percent annually, it will grow from 64,400 in 1982 to

78,800 in 1985. The non-production workers representing an average of 38.8 percent of the employment, will absorb 25,000 workers in 1982 and reaching 30,600 in 1985 at a rate of 7.0 percent.

Sharing 61.2 percent of the total employed, the production workers will rise to 48,300 in 1985 from 39,400 employed in 1982. The largest share of these workers belong to the printers and related workers, amassing around 19,300 in 1985 or 40 percent of the production laborers. Representing 30 percent of these workers will be the compositors and typesetters (15%) and the printing pressmen (15%). They will come to around 14,400 by 1985. Included, too, are bookbinders and related workers who examine information from production specifications with a share of 12 percent plus stereotypers and electrotypers who make molds of set-up with paper mache, absorbing the least share of 5 percent of the production workers.

Like any other, the Printing Industry is beset with problems that cause slow growth and development. The shortage of good craftsmen and qualified technicians is the most

PIBFI

MAXIMIZING ON THE UNDISPUTED COMMUNICATIONS TOOL IN THE COUNTRY

Whatever the advances in the field of technology, the printed word is still the undisputed means of communication in schools, in business and in our everyday life. In the Philippines and in the world at large, the printing industry plays a primary role in economic and educational development.

In our country there are some 2,500 printers and about fifty percent (50%) of these are concentrated in Metro Manila. Approximately forty percent (40%) are using automatic printing presses; the rest make do with simple handfed letterpress/cylinder and platen presses. The Philippine printing industry has, however, been beset by problems brought about by lack of skilled manpower.

A concrete step taken by the National Manpower and Youth Council to solve this problem was the creation of the Printing Industry Board in 1983. As a non-stock, nonprofit technical foundation, the Printing Industry Board Foundation, Inc. (PIBFI) is composed of leading graphic arts trade organizations and government agencies whose activities relate to the printing industry, namely:

1. Printing Industries Association of the Philippines, Inc.;
2. Graphic Arts Machinery and Supply Dealers Association of the Philippines;
3. Philippine Printing Technical Foundation;
4. Association of Ink Manufacturers in the Philippines;
5. National Media Production Center;
6. Government Printing Office; and
7. National Manpower and Youth Council.

The PIBFI has implemented various training programs since its inception to solve the problem of lack of skilled manpower. As of now, a printshop worker acquires his printing craft only through actual experience. True, there are schools offering limited printing courses, but with inadequate facilities and expertise. Which means that there is no assurance that any trainee has gained an indepth knowledge of the printing trade.

For the PIBFI, technical training is a prerequisite to any industrial development. This is especially true in the printing industry where skilled workers are required to produce quality print products. Very few printing firms in our country today can export products of acceptable international standards. The setting up of a printing school is the answer to the growing training needs within the industry. Both short-term and long-term courses will be offered and these will provide graduates with the knowledge, skills and expertise in all facets of printing.

The PIBFI shall also undertake activities towards assisting NMYC in the development of trade standards and tests. In the long run, the PIBFI will involve itself in the certification of workers in the printing industry.

In its various programs, the PIBFI is providing assistance to the printing industry in solving its problem in skilled manpower. With the establishment of a printing school, the workers within the industry would then gain knowledge and skills through exposure to equipment and expertise in step with the rapidly expanding printing technology.

serious impediment that the industry faces at present. On top of this is the scarcity of supervisors and executives on the middle-management levels. Heavy investment in new printing equipment is seldom complemented with the training of men that handle the demanding end of these machines.

While the country may be deemed to be sophisticated in its commerce and industry, it has as yet no formal institution of higher learning which will produce graduates qualified as printers. Similarly, most companies under the Printing Industry do not offer training programs for their workers to equip themselves with necessary skills. Another consideration is the expansion of a government-owned APO-NEDA printing establishment which originally was confined to jobs from government agencies but later gobbled up lucrative private sector orders.

Policy Thrust

To augment the developmental efforts of the Printing Industry, the government has lined up several crucial policies. To start with the enhancement of labor absorption in the printing industry, the development of manpower skills will be aligned with the requirements of growth. Higher utilization of manpower under just terms and conditions will be encouraged to minimize unemployment and underemployment. Workers under the sector will be accorded just compensation that will ensure the maintenance of a minimum standard of living, without prejudice to the efforts to promote a high employment level in the country.

Also, a liberal but selective credit policy will be pursued in estimating investments in the productive sector of the economy. Domestic credit resources will be allocated, nationally and regionally, among developmental activities of high priority. At the same time, emphasis will be laid on the progression of the tax system, with ability to pay as the principal criterion. Tariff rates will be modified so as to enhance the efficiency and competitiveness of the printing industry.

Meanwhile, the Training Incentive Scheme provides an additional deduction from taxable income of one-half of the value of labor training expenses incurred for developing or upgrading the productivity and efficiency of unskilled labor. In the process, a management development program shall be granted to the person or enterprise concerned, provided such deduction shall not exceed 10 percent of direct labor wages.

Looking forward to the establishment of a printing school.

Program Thrust

It may be said that the economy of nations progress hand in hand with the growth of the Printing Industry; and the bonus factor here is that customers become aware of the quality of printed materials. Printers tend to improve their ways, skills and technology through the new machines imported, the materials used, and the advanced technology introduced.

Consonant with these developments are the training programs needed by industry workers to cope with changes. In this connection, the Philippine Printing Technical Foundation believes that it is only through the establishment of a printing school that the present and future manpower needs of the industry can be filled.

The magnitude of manpower requirements every year and the number of vocational/technical graduates determine training targets. For the plan period, the total national training target will be 13,600, about 6,400 of which will belong to production workers. Approximately 30 percent to 50 percent of the total national training targets for production workers will be covered by the NMYC-World Bank Vocational Technical Training Project. With a total of about 1,900 trainees, they will consist of basic, upgrading and supervisory-level training programs.

THE TEXTILE INDUSTRY

Industry Profile

The textile industry covers manufacturers engaged in processing textile fibers to prepare them for spinning, manufacturing yarn, thread, woven fabrics, knitted fabrics, lace, braids, carpets and rugs; manufacture of garments in knitting mills; dyeing and finishing yarns and fabrics; manufacture of cordage, rope, twine and nets, oil cloth, linoleum and artificial leather; coating and water-proofing of fabrics.

This industry has considerable potentials to reckon with. Significantly, from a mere import-substitute entity in its early beginnings, it has grown and developed into one of the top dollar-earning industries in the country. From its origin, which dates back even before the pre-Hispanic era, the industry was able to overcome serious problems like war, smuggling caused by the government's decontrol policy in the 1950s high import cost, depression and devaluation. Despite all these, the government has been supportive in rehabilitating and reviving the industry. Fiscal and monetary policies are always reviewed, modified and formulated to ensure the continued survival and growth of the industry.

The outlook for the 1980s is bright. Firstly, the government spearheaded an integration and modernization of its operation to promote a more competitive industry structure through increased productivity, improved product quality and reduced costs. Then, programs were implemented to enhance greater productivity. These include the Textile Industry Modernization Program and the Textile Sector Restructuring Project. The Federation of Textile Associations of the Philippines was also organized. Furthermore, a Textile Training Foundation was created to oversee the human resource development aspect of the industry.

Employment in this subsector, however, has been described as erratic. For the years 1977 and 1979, although overall employment increased by almost 8 percent (from 93,947 to 101,698), a large number of occupations showed a declining trend. These include weaving-knitting machine setters and pattern-card processors, weavers and related workers, knitters, textile and related workers. Only production managers and general foremen, fiber preparers, spinners and winders, bleachers, dyers and textile product finishers, stationary engineers and related equipment operators increased in number.

That same occupational trend was already seen in 1980 and may be attributed to the massive lay-offs as a result of worldwide economic setbacks and recession, oil-price hike and inflation. Employment was characterized by a high labor turnover caused by retrenchment, dismissals and resignations. The separation rate among firms was higher than their accession rate.

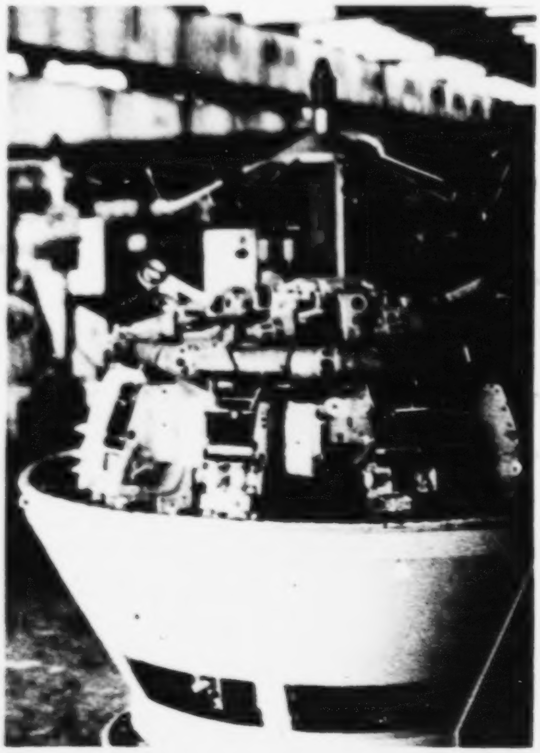
As the industry aims for a full integration of operations (spinning, weaving or knitting and finishing), the forthcoming years will manifest an increasing absorption of spinners, weavers, knitters and finishers. For the plan period, employment will reach about 129,000 by 1985 from 114,500 in 1982. As for occupation-type, weavers and related workers (42,700 by 1985) will constitute the highest number of workers. Manpower requirements will account for 18,900 over a span of 5 years or an average of 4,725 annually. The bulk of workers required are those directly involved in the production process.

Critical problems may affect the future of the industry. Foremost among these is smuggling. The illegal entry of imported fabrics into the country through outright and technical smuggling has caused the industry millions of pesos, hampered the growth of local millers, deprived the government of revenues and at the same time indirectly reduced local employment opportunities. Moreover, the absence of domestic commercial production of raw cotton and rayon, plus the inadequate local production of synthetic fiber, has made the textile industry highly dependent on imported raw materials, thereby making it vulnerable to worldwide economic pressure.

The tight financial position of the industry has caused local manufacturers to experience shortages in working capital. Minus a financial foundation, naturally, the industry's aim of increasing production and updating equipment and facilities would be seriously hampered. There is,too, the lack of advanced and sophisticated machinery and strict quality control which have always kept the locally-produced fabrics below par. Most mills do not employ modern methods of quality control, and this is aggravated by the fact that their machines are obsolete in the first place.

Another factor is the high labor turnover which has greatly affected the workers' productivity. Shortage of skilled manpower has resulted in low labor productivity and high operational costs. Needless to say, training is of critical importance in order to keep the industry functioning at its best.

How can a comprehensive study and analysis of an industry be made possible if the required statistics are insufficient? To enable planners to come up with an effective development program and meet future data requirements, proper and continuous monitoring of developments in the textile industry should be undertaken.



Going through a delicate phase.

Policy Thrust

Studies on the history and development of the textile industry reflect a continuing upsurge in the demand for textile products both for domestic and foreign consumption. In spite of this the industry is faced with a major setback, i.e., its present capacity is insufficient to meet the ever-growing demands. To support the industry, the government has issued policies which protect it from foreign competitors, promote its development and enhance its growth.

Smuggling has always been regarded as one of the major problems of the industry. It has inflicted heavy losses on local investors, since imported fabrics are sold at much lower prices than those locally produced. To counteract this, a uniform rate on duties and tariffs on imported items was implemented. Moreover, to lessen the burden of high production cost, the government has allowed further tax exemptions and deductions for imported raw materials used in the manufacturing process.

Dependents on imported materials have caused low profitability among investors, since workers are made to work on the rotation basis whenever supply of these raw materials get tight. This arrangement, coupled with low wages, has led to a feeling of insecurity and demoralization among workers in the industry. To ease this problem, textile mills offered training programs for their workers. NMYC, the government agency tasked with helping out-of-school youths and unemployed adults, included the training of textile workers on its list of priorities. On the whole, the plan for the industry's development is geared towards meeting national objectives of foreign exchange earnings, employment generation and industry dispersal.

Program Thrust

Even as it is gaining a stronghold on the world market and getting a bigger share in the global supply of fabrics, still, the textile industry today is undergoing a delicate phase. What is called for is the realignment of the human resource development aspect of its operation, with greater emphasis on the training of workers.

With the firm belief that skills improvement can fully enhance the quality of finished products, the government launched the Textile Rehabilitation and Modernization Program which will support the industry in meeting its objectives. The Textile Training Foundation, Inc. was created as the implementing arm of the program. In view of this, the Foundation prepared a manpower development plan which outlines the following:

1. Engagement of expatriate technologists by individual mills;
2. Endorsement of student-nominees to overseas textile technical establishments for in-mill training; and
3. Training for the industry, specifically for mechanic trainers, training officers and job instructors to be conducted by expatriate trainors.

The program will include, among others, basic training as well as managerial and technical skills upgrading geared towards the maximization of worker productivity. To be included in basic training courses are weaving, spinning, industrial electricity and other areas related to the production process. Skills-upgrading will focus on the workers' training on basic operations to improve job understanding. To provide a substantial base for its total development a formal course on textile technology will be integrated into the school curriculum. Finally, as the training concept becomes more indispensable to the industry's general operations, the foregoing will no longer be considered as added expenditure but rather as a vital factor for growth.

ATIBFI

A PARTNER IN COMPANY DEVELOPMENT

With the objective of promoting manpower development through skills training at all levels of employment within the apparel-and-textile field, the Apparel and Textile Industry Board Foundation, Inc. came into being. It has taken the responsibility over the years of improving the quality of training at reduced costs while at the same time sharing available resources with concerned sectors within the industry.

The ATIBFI's membership embraces the industry associations, labor sector and relevant government agencies. From the private sector, membership include the Garment Business Association of the Philippines, Philippine Association of Embroidery and Apparel Exporters, Textile Producers Association of the Philippines and Texturizers Association of the Philippines. The labor sector is represented on the Board by the Philippine Social Security Labor Union, while the Ministry of Trade and Industry, Philippine Textile Research Institute and the National Manpower and Youth Council represent the government sector.

True to its commitment in pursuing its role as a venue for matching skills with job opportunities, it primarily conducts training in a wide variety of courses. Among those it has conducted for the industry are the following: Industrial Sewing Machine Operation, Methods and Application of Quality Control in Garment Manufacturing, Design Patternmaking, Drafting System, Production Management, Supervisory Management Course and Trainors Training. These programs are either conducted publicly or in-plant for private firms upon their request.

The ATIBFI likewise assesses and determines skills shortage and surplus in the industry through studies and data-gathering. It gathers relevant information materials on the industry which are in turn made available to individuals, organizations and agencies that may need them.

In the coming years, ATIBFI should strive continuously as a partner in company development in the area where manpower development is the sole concern. This aspect would require the constant monitoring of manpower supply and demand on specific job requirements of the industry. Other aspects in that area should be considered by the Board as well. This is in line with industry's trade skills standards, training materials development, validation and research, monitoring and evaluation.

Too, it must assert its representational character in policy formulation. The Industry Board's inclusion in the policy-making bodies of the government affecting the industry would be ideal for closer coordination in carrying out the programs and activities of ATIBFI. Programs geared towards productivity can be coordinated with the National Productivity Commission, those on labor wage structure with the Ministry of Labor and Employment, to cite a few.

There is a need to intensify the programs of ATIBFI and expand its scope of operations. It should pursue its activities on a nationwide scale. It should reach and extend its technical services to the different regions. Technical services would refer to workers outside Metro Manila who could train and develop their skills. This move will greatly facilitate the development of garment and textile firms in the provinces. The government, specifically the NMYC as the premier HRD agency in the country, should provide facilities and equipment which the ATIBFI sadly lacks at this point in time. It is envisioned that through the initiation of concerned government agencies, a Garment and Textile Center be established. ATIBFI, for its part, could play an active role in the operationalization and maintenance of this training center. The private sector, for its part, can double its efforts in actively participating in the projects of ATIBFI.

WOOD AND WOOD PRODUCTS INDUSTRY

Industry Profile

The Wood and Wood Products Industry is relatively underdeveloped. In the effort towards growth and progress, one of its more concerted moves has been the implementation of selective exportation. The redirection of the country's past orientation from raw material to processed material exportation is what is stressed in the industrialization program, in particular the development of Philippine manufactured exports. Instead of the traditional raw log exports, the redirection comes in the form of plywood, veneer, paper pulp, lumber and other manufactured wood products

The year 1978 listed about 8,125 woodcraft-registered cottage firms. The precise figure, however, could not be determined since a considerable part of the furniture manufactured was accounted for by artisans and household carpenters. Other estimates show that in 1977 there were 15,000 separate manufacturers of furniture. Included were makers of rattan and *buri* (wicker) furniture, of which there were 2,300 NACIDA cottage industries registered. More than 95 percent of these furniture-making firms are generally considered as small-scale.

A redirection from raw materials to processed material exportation.

Employment in the industry, averaging about 79,200 yearly from 1975-1978, belongs basically to production workers at an average of 59,200 workers per year. Grouped here are workers in woodcraft firms, along with those engaged in wood-carving and woodwork such as furniture-makers, with an average of 12,400 employed for the four-year period; carpenters, jointers and parquetry workers numbering 10,700 a year. Upholsterers, painters and varnishers or sanders, designers and other related workers make up the rest.

The industry's target employment rate for 1984 was about 261,500 and this is expected to increase to 298,500 in 1985. This consists of non-production workers with an average employment of 187,200 every year. Furniture-makers will constitute 21 percent of production workers. Most of the furniture-making firms (over 95 percent) are small-scale with an annual production of between ₱200,000 and ₱500,000. Being mainly family concerns and single proprietorships, the majority use very little machinery and leave fixed assets of not more than ₱200,000. Upholsterers are marked for a 16-percent share followed by painters and varnishers with 15 percent. Other production workers, e.g., sanders, designers, etc., will represent a sparse 8 percent of the total production workers.

All that development, notwithstanding, the industry has problems which are interrelated to one another. Quite a few of these afflict many wood product manufacturers the consequences of which deter the growth and expansion of the industry. The more predominant of these problems are:

1. Lack of managerial competence;
2. Depleting skilled-labor source;
3. Scarcity of raw materials;
4. Dearth of modern machinery and equipment;
5. Overdependence on few markets;
6. Shortage of operational capital;
7. Stiff credit availment requirements; and
8. Constant price increases of raw materials.

Policy Thrust

The furniture industry operates within the much larger sphere of the wood and wood-based products owing to its dependence on wood and other forest products as major raw materials. In its effort to revitalize the industry, the government issued policies and measures in the control and regulation of the industry's operations. Several such policies, measures and projects are geared towards achieving a more rapid industrial growth, greater employment, and modern technological capability.

Firms, then, are granted incentives which include tax deductions, tax credits, tariff protection as well as preference in the granting of loans from government financial institutions. Presently, the Eighth Export Priorities Plan lists completed and knocked-down furniture as preferred products and entities and registered enterprises to which the incentives would be granted.

For the first five years from registration, deductions are made on a firm's taxable income, an amount equivalent to the sum of the direct labor cost and total raw material utilized in the manufacture of its export products, provided such deductions shall in no case exceed 25 percent of its local export revenue. A tax credit equivalent to 100 percent of the value of the compensating tax and custom duties that would have been paid on the machinery/equipment and spare parts had these been imported, shall be given to the registered export producer. A small manufacturer with a starting capital not exceeding ₱15,000 may be exempted upon registration with the NACIDA, from the payment of the fixed and privilege tax on business the percentage tax on sales of cottage products, the taxes and duties on machinery and equipment imported directly by the operator of cottage industry to be used exclusively in the production or manufacture of cottage industry products.

Program Thrust

Since the industry seeks to achieve productive employment generation, it therefore becomes necessary to train workers that will be absorbed by the sector. Hence, training targets for the plan period will include workers on all levels, including new entrants. Specifically, the training program shall be classified into basic, upgrading and supervisory training.

The minimum targets are determined by the scope of manpower requirements every year and by the number of vocational/technical graduates. These training targets assume that graduates of technical/vocational courses do not need further training from the non-formal system. Thus, only the residual manpower requirements – after college requirements have been deducted– need to be trained. Based on this, the training target total for the economy will be set at 12,200 in 1982 and increasing to 14,900 in 1985, giving a total of 14,900 which includes production workers of approximately 20,900 and 33,400 non-production workers.

Of the total national targets, 30 percent to 50 percent of production workers shall be covered by the NMYC-World Bank Vocational Training Project where the majority of the training programs are in skills upgrading. Some of these program courses shall cover the following:

1. Basic woodcarving;
2. Furniture making;
3. Woodcarving and in-laying;
4. Wood finishing;
5. Upholstery;
6. Introduction to pattern-making and standardization and unit-system measuring;
7. Benchwork operations; and
8. Joinery fundamentals.

Company-Based Training Programs

PLDT: Strategy for Productivity Improvement

IN TODAY'S economic crisis, the basic issues of "productivity improvement" and "economic redemption" are not merely theoretical abstractions. They are issues involving the day-to-day operations of any business enterprise. To meet the changing economic situation and the exigencies of the times, various programs and strategies have been undertaken towards the common search for excellence and productivity. And there is more than ample evidence to show that such a search is in progress in this country. In preparation for this, some crucial questions must first be answered: Are organizations getting their desired results? What percentage of their efforts pay off? Are most employees' management and rank-and-file groups actively involved in the productivity search? What does it really take to improve productivity? How can a true formula for corporate excellence be approximated?

Organization

The Philippine Long Distance Telephone Company is the largest among sixty-two (62) entities rendering telephone service in the Philippines. It owns and operates more than 92 percent of all telephones in operation throughout the country. It owns and operates twenty-nine (29) automatic telephone exchanges in Metro Manila. In the provinces, it owns and operates sixteen (16) local exchanges and other sub-exchanges in sixty-three (63) towns throughout the country. Total number of telephones in operation (this includes PLDT-owned and former Retelco / PATS): 753,563 as of September 30, 1983.

- PLDT is the largest supplier of both domestic and international long-distance telephone service in the Philippines. Domestic toll service is carried on the company's microwave radio carrier system as well as on the Domestic Satellite Communication System (DOMSAT). This toll network interconnects the company's various exchanges and fifty-seven (57) telephone exchanges owned by other private companies and various government entities.
- PLDT's international switching center serves as the main gateway for worldwide telephone traffic to and from the Philippines. The system allows direct international operator dialing for both outgoing and incoming overseas calls. These calls are carried two ways: via the communication satellite system, or through the Trans-Pacific Submarine Cable System of which PLDT is a part-owner.
- A significant highlight of PLDT's ongoing service improvement, expansion and modernization program is the installation of modern electronic (EWS) or computer-controlled switching system. Containing fewer moving parts due to its modular design and highly integrated electronic components, this new switch has a better operating system.
- International Subscriber Dialing (ISD) and National Direct Distance Dialing (NDDD) services are offered by PLDT to its electronic telephone subscribers. With this direct distance dialing service, a subscriber can dial directly, without operator's assistance, telephone numbers in ten (10) of the country's major cities and key places in 105 countries around the world.

- PLDT has embarked on a Rural Telecommunication Development Program intended to establish modern telephone exchanges in some sixty (60) municipalities throughout the country as its contribution to the government drive to accelerate development of new "growth centers."
- In terms of assets, PLDT is one of the largest privately-owned corporations in the Philippines. Its gross telephone plant stood at ₱10.6 billion as of September 30, 1983.
- The entire PLDT system serves 160 cities and municipalities with a population of around 12.5 million, and together with the other systems linked to the PLDT network, service extends to 275 municipalities throughout the Philippines with a total population of 18.5 million.

The total number of employees manning the entire PLDT system is 12,230 as of September 30, 1984.

In coping with the exigencies of the times, the Human Resources Development Division has embarked on a project of developing and implementing the *BALIKATAN* Program for PLDT employees. This program is indigenized, or a "Filipino Approach" towards improving productivity, quality of worklife and motivation of employees. PLDT employs various technologies such as Kepner-Tregoe, Quality Control Circles/ Productivity Improvement Circles, Resource Management, Interaction Management, Situational Leadership, Value Analysis/Engineering, and others. All these technologies/efforts have been integrated to suit PLDT employees' needs and culture. This integration, or the "HRD-Balikatan Strategy," gives due importance, trust and respect to every PLDT employee as the "expert" in his field of work and develops his innate abilities and skills in problem-solving, decision-making, and plan/ project implementation. Above all, it creates an environment or a climate conducive to effective application of a systematic thinking process to more readily and continuously resolve on-the-job concerns. It recognizes every employee's propensity for planning-organizing and managing his affairs.

HRD Programs Geared Towards Productivity Improvement-The *Balikatan* Way

A. Corporate Objectives and Philosophies

During the first phase of the Planning Conference held at the Intercontinental Hotel last quarter of 1983, PLDT's late President Ramon O. Cojuangco stressed, "I want to make 1984 the year for improving our productivity! " Improved productivity, he pointed out, could be achieved through the incorporation of the five general programs in the company's 1984 organizational plans and budgets.

PLDT's new President and Chief Executive Officer Oscar T. Africa made a similar announcement during the corporate planning/ briefing session for 1984. It was his observation that "due to the country's economic situation which adversely affected the company's service improvement and modernization program for 1984, few new projects

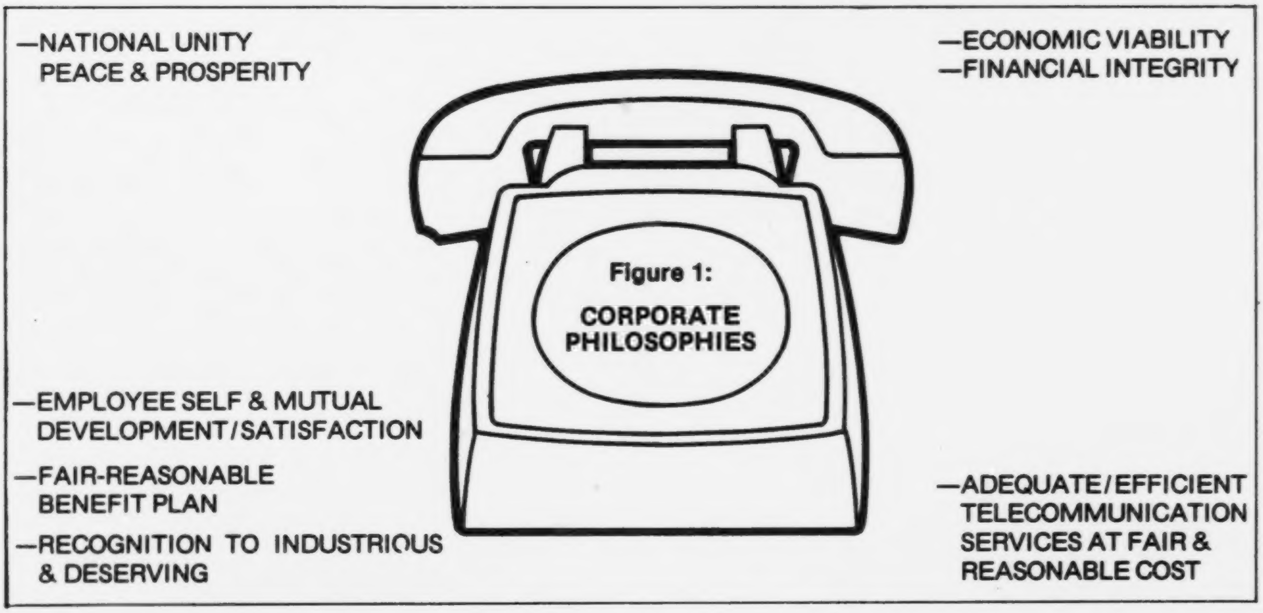

—NATIONAL UNITY
PEACE & PROSPERITY
—ECONOMIC VIABILITY
—FINANCIAL INTEGRITY
—EMPLOYEE SELF & MUTUAL DEVELOPMENT/SATISFACTION
—FAIR-REASONABLE BENEFIT PLAN
—RECOGNITION TO INDUSTRIOUS & DESERVING
—ADEQUATE/EFFICIENT TELECOMMUNICATION SERVICES AT FAIR & REASONABLE COST

Figure 1:
CORPORATE PHILOSOPHIES

could be undertaken." However, he said, there would be a closer study of the various phases of operation to ensure optimum utilization of available resources like equipment, materials and manpower. Both Cojuangco and Africa stressed the need for improving systems and simplifying work, reducing reports, internal staffing requirements, improving quality and productivity standards, service improvement and the like.

Figure 2: BALIKATAN FOCUS

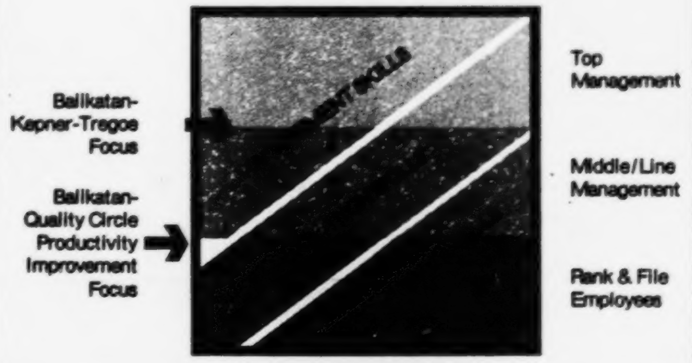


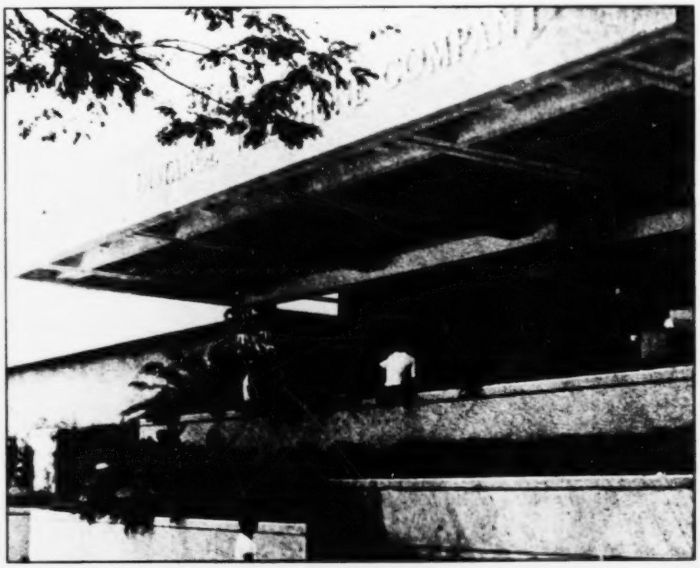
Figure 1 illustrates PLDT's four-fold philosophies and objectives for the nation, for the subscribing public and above all for its employees – the critical and direct "implementors" of company policies and procedures.

The company via the Human Resource Development Division, recognizes and responds to the need to provide its employees a proper work environment and opportunities for personal growth and development, maintains a fair and reasonable compensation structure and benefit plan, and gives due recognition to the industrious and the deserving. HRD realizes this basic philosophy of training and developing the human resources of the company, by coming up with its own philosophy and objectives. It answers the needs of every employee by providing motivation in concrete forms of recognition, rewards, developing continuously KASH (Knowledge, Attitudes, Skills, Habits) and potentials for advancement of employees, increasing job security and satisfaction, improving their performance skills according to higher standards of quality and productivity – all of which ultimately leads to employee self and mutual development (return on individual) and return on investments to the company.

The "Balikatan Blocks" relate to three (3) important areas of concern, namely:

1. corporate excellence ("setting directions");
2. operational excellence ("getting the job done"); and
3. technical excellence and efficiency of

Four-fold philosophies and objectives for the nation.



Integrating corporate survival and productivity via Balikatan concepts.

delivery systems ("doing the work"). The first two areas of corporate and operational excellence are concerns of top, middle and line management levels, while the third area is the concern of rank-and-file employees. Various strategies are employed in resolving these areas of corporate survival, productivity and excellence. There is a need, then, to integrate and complete all these areas via *Balikatan* strategies. HRD's existing in-house programs are addressed to specific organizational development needs of the company. The *Balikatan* program as a corporate strategy focuses on and optimizes the management, human relations, technical skills of every employee (both management and rank-and-file). Its specific center are those "small" and untapped "management" skills of rank-and-file employees to complement top/middle/lower management skills.

Every challenge was posed to every PLDT employee to "make things happen" and thereby make 1984 and future years committed to increased productivity.

B. Conceptual Framework

PLDT's *Balikatan* program is the active response to a development need for systematic thinking and high-quality-productivity consciousness among employees to achieve corporate objectives in less time and cost. It is concerned first and foremost with PLDT's most valuable resource – its human resources.

Balikatan is defined as a shouldering of common burdens or problems, having in mind mutual benefits and advantages. It connotes an active sharing of one another's burden by being a "shoulder" to one another; that is to say, voluntarily assuming the burden or responsibility of a given task, and sharing in the fruits of their labor. This is characteristically Filipino – capturing the creative and innovative power that lies within every employee, to maintain and/or enhance the "shoulds" in every changing situation.

An integrated conceptual model on productivity improvement has been poised for adaptation to PLDT organizational life. Several factors were considered in making it a truly and uniquely PLDT model. Basic components are used in assessing the readiness level of the organization in terms of the following: facilitative work group process and climate, regular interaction meetings, systematic and measurable action plan, systematic problem – solving/decision – making, management support, and above all, participative management.

At the base of every employee's desire to perform better and produce results is the presence of the so-called Filipino "consciousness" – his cultural and value orientations. Our thinking is directly influenced by both Western and Eastern philosophies. Filipino thought is Western, but his consciousness is Oriental. For the PLDT Filipino employee to become truly "productive," he must undergo several processes of "people building." For him to be truly motivated, he must first discover his "identity" and that "sense of belonging" to a group or team so that he can take pride in becoming a part of it; and once he considers himself a part, to be loyal at all cost. As a highly motivated individual, his commitment can lead to excellence, quality of worklife, and when quality leads, productivity follows.

The philosophy/concept of "people building" is a step-by-step process of development, like the building of pyramids in Ancient Egypt. This concept can be applied to our PLDT Balikatan philosophy wherein employees can build "pyramids" by cooperating in interdependence with one another towards the attainment of their highest aspirations in life. The systems concept of thinking is also considered in this model, since a single defect in one part of the system has a corresponding effect on the other parts, on the operations of the entire system of interest. In the pyramidal structure, for instance, if a single stone falls out, others will follow, especially those from below. That's why, it's important to consider that all employees are vital parts of the entire PLDT structure.

The overall conceptual framework or *Balikatan* Model, embraces all aspects of the program. It starts by viewing more closely Filipino cultural values unique to all PLDT employees, especially those that are relevant and in consonance with the *Balikatan* philosophy. They include first and foremost the *bayanihan* spirit, *pakikisama, pagsasarili, utang-na- loob,* SIR (smooth interpersonal relationship), *hiya, katapatan,* and others. A deeper understanding and appreciation of the richness of Filipino culture is integrated in the training proper for *Balikatan* directors, facilitators, leaders and members. Secondly, the program will develop the knowledge and skills of employees in problem-solving and decision-making using integrated tools and techniques. Thirdly, these developed skills will be appropriately applied on the job to effect improvements in motivation quality and productivity. Increased productivity, quality and motivation ultimately lead to the attainment and realization of corporate philosophies and objectives.

C. HRD Strategies and Thrusts

Most of the telecommunications firms to date conduct in-house training programs for the formation and development of the skills of their personnel. Considering the duty of providing for continuous training and development programs for our regular employees to improve further their skills and expertise, two (2) departments have been created, namely, Technical Training Center and Employee Development Department, under the Human Resources Development Division.

The Technical Training Center, in its supportive role to the corporate direction of PLDT, has enunciated its objective as ". . . to contribute to the organizational efficiency of the company by providing safe, competent and productive telephone craftsmen, technicians and engineers by conducting skills training and upgrading programs mainly for the operations and development and expansion groups." The continuous turnover of PLDT's highly-skilled workers, including its technicians, has created a vacuum in the course of its operation.

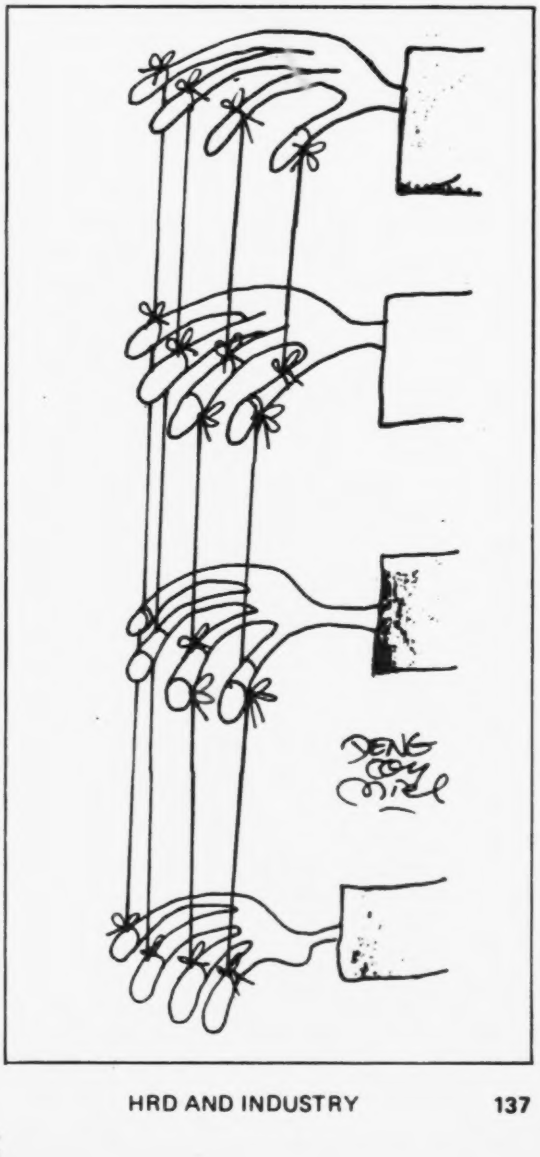
This vacuum has provided the Technical Training Center the challenge to design a strategic skills-upgrading training system that maitains and strives for greater productivity. Known as the Job Site Instruction Program (JSIP), its main feature is the barest intervention, if any, in the operation of the company. Besides, it also introduces trainees into their higher,actual "world of work."

During the first six months of its implementation in 1982, the Job Site Instruction Program showed that it has increased the total number of graduates compared to the traditional classroom-laboratory type of instruction.

Once more, in 1983, the Technical Training Center responded to the skill requirements of the company. A total of 2,034 trainees completed the technical training programs, where 51 percent comprised the basic training programs, with 35 percent and 14 percent making up the developmental and engineering programs, respectively.

The Job Site Instruction Program (JSIP), on the other hand, has upgraded the technical skills of 470 plant personnel, which means that they could now perform tasks higher than their present job-grade levels.

Specifically, the Employee Development



Department is primarily concerned with the non-technical and supervisory/management development programs.

Todate, a total of 3,720 employees have completed the employee development programs. All HRD efforts and strategies are geared towards attaining corporate productivity and excellence. They are more specifically aimed at improving PLDT's effectiveness and efficiency in delivering its services to the subscribing public, increasing productivity of individuals and organizational units, and providing recognition and rewards for good and productive performance.

Specific Productivity Efforts in PLDT

Like any progressive company that has its employees' and subscribers' interest at heart, the PLDT offers quite a few incentive schemes. Notable among these is the *Performance Bonus Program*, an annual one-time cash award which recognizes an individual's contribution to the past year's performance. The *Employee Suggestion Program* (ESP) provides an organized method whereby employees submit creative and constructive ideas beyond the regular requirements of their assigned duties and responsibilities. Model employees are in line for the *Kabalikat-Unlad* Award, just as the Top Performance Award is designed to recognize and reward outstanding employees in the company.

GENERAL OBJECTIVES	PROGRAMS	PRODUCTIVITY RESOURCE CENTER
1. To increase PRODUCTIVITY	• Employee Suggestion Program (ESP)	Corporate-wide
	• Balikatan	HRDD
	• Kepner-Tregoe	HRDD
	• PIP	HRDD
	• Sariling Sikap	HRDD
2. To improve QUALITY	• ESP	Corporate-wide
	• Balikatan	HRDD
	• Kepner-Tregoe	HRDD
	• PIP	HRDD
3. To improve MOTIVATION	• Productivity/ Performance Bonus Program (PBP)	Corporate-wide
	• ESP	Corporate-wide
	• Model Employee (Kabalikat-Unlad)	HRDD
	• Top Performers Award	MetrOp

The PLDT's Raffle Extension

The PLDT's *Raffle Extension (Extension, EWS & ISD/NDDD Solicitation Contest* is an incentive program to generate additional revenues by enhancing the sales of extension phones, EWS Special Features & ISD/NDDD services. The Save-a-Disconnect Program aims to reduce the percentage of disconnection for extensions by way of giving recognition to the district that shall register the lowest percentage of disconnection or shall register the highest retention at the end of every quarter.

The *Sariling-Sikap Program* is a borrowed term from the government program of self-reliance, inculcating in the minds of the people the pragmatic value of self-induced motivation to produce, thus becoming less dependent on the external environment. It attempts to provide a venue for survival/growth. And the *Productivity Improvement Program* is aimed at improving PLDT's effectiveness and efficiency in delivering its services to the subscribing public; increasing productivity of individuals and organizational units, while recognizing and rewarding good and productive performance.

HRD Trends and Developments

Tomorrow's organization shall find itself challenged by a new breed of workers of altered work roles and relationships due to the influx of fresh technology. Envisioned to be more educated, technically-oriented and more assertive of their rights, these employees would expect competence, demand greater opportunities for self-development in and through work, plus the liberty to exercise more control over their work environment.

The introduction and transfer of new technology would require internationalization of the new processes involved in that technology.

Quality of worklife and productivity would be in the lifestream of PLDT. It would become a collaborative concern of both management and workers.

It is in this light that HRD must be more innovative in the renewal of roles and relationships and in the developmental contributions to organization. It must be more responsive in the upliftment of the human factor of these new technologies, and more pro-active in its approaches and methodologies to bring about the desired objective of productivity and quality of worklife in the organization.

Identified and described below are the five (5) HRD trends that PLDT has to monitor as they would have a considerable effect on human resource development processes:

1. *Employee Socialization.* HRD has to bring out an understanding of PLDT's own culture, i.e., a "set of shared values, norms and beliefs that get everybody heading in the same direction," through the process of socialization. HRD, therefore, can lead in identifying the "strong culture" in PLDT, and then create policies and programs to select and eventually cultivate employees according to this corporate culture.

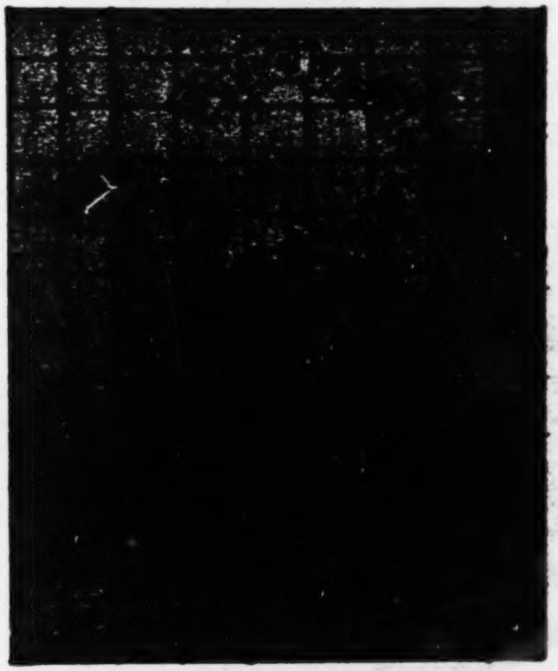
2. *Employee Education.* HRD has to evolve an educational system that focuses on re-educating employees in both social consciousness and new skills. This includes the preparation of employees in meeting life's crises and role transitions. Thus, HRD must try out innovative ways to energize employees in order to realize optimum human potential.

3. *Dencentralized Human Resource Development.* Decentralization means encouraging other non-HRD groups within PLDT to commit their direct responsibility for their training and development functions. Hence, HRD has to modify its role image as trainor and upgrade its competence as internal consultant. HRD must then delegate personnel responsibility to line management, audit the latter's performance in personnel activities and formulate personnel policies at the highest levels in PLDT.

4. *Highest Worth of Human Capital.* More than ever, human capital shall be accepted as a high-yield corporate investment. It is the human factor that accounts for productivity and growth in the organization, so that human resource accounting and auditing shall translate and confirm training and development payoffs.

5. *Transcendental Work Patterns.* In the years ahead, HRD has to transcend technology to be able to creatively design new work patterns. It shall be imperative to revise the traditional supervisory and management development programs into programs attuned to new realities and changing role requirements, promote, process management, cater to socio-technical work system design and reflect knowledge-intensive employment.

In the light of the national struggle towards productivity improvement and economic redemption, the PLDT can provide at least one strong recommendation – every effort must always be directed towards developing human resources to the fullest extent. The company could optimize the utilization of all available resources through an integrated approach. Such approach must provide continuous support for skills development and training of human resources, especially those skills which are required in the pursuit and attainment of the corporate objectives and philosophy. It should be encouraged from all levels of the organization. Responsibility for quality of work and productivity should be equally shared by all employees, and each employee should be able to exert influence on how the job can best be done. Their ideas, resourcefulness and contribution can often spell the difference between success and failure in any enterprise. Success is assured when involved participation is encouraged, because it results in a strong commitment to achieve and to excel.



Management belief in this most powerful and important resource is essential – having faith in the employees' loyalty and integrity when they can participate in management in an optimum manner.

The telecommunication industry would have to play a vital role in the national productivity improvement efforts. The company is fully aware of that responsibility. Amidst the current problems concerning human resource allocation and utilization, PLDT can do no less than assume that responsibility.

Antonio R. Samson

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SMC: A Total Approach to HRD

San Miguel Corporation is the country's most diversified manufacturing and marketing firm today, generating about 2 percent of the gross national product through its operations, producing and marketing a wide array of consumer and producer goods.

It began in 1890 as "La Fabrica de Cerveza de San Miguel," a small brewery in San Miguel district, Manila. Since then, SMC has branched out into other product lines which include beverages, dairy and poultry products, animal feeds, packaging products, livestock and very recently, coconut oil.

In addition to its internal growth, SMC has mothered new industries through its investments in affiliate corporations. Some of these investments are in soft drinks, paper and wood products, copper concentrates, wires and cables, textiles and garments, containers, coffee and canned milk, and flour.

Being the biggest employer in the private sector (with 17,500 employees as of 1983), San Miguel is the nation's biggest corporate taxpayer, accounting for about 4 percent of annual government tax revenues. It is likewise committed to social development, as it is an active contributor to the Philippine Business for Social Progress. The success of San Miguel Corporation is the result of the vision and wisdom of its leadership, and the loyalty, dedication and industry of its employee force. Thus San Miguel Corp. strongly believes that people are its most important asset.

HRD History

The task of coordinating and integrating the efforts of planning, acquiring, developing and maintaining the people of San Miguel rests with SMC's Human Resources Division which was formally founded in 1975. This was to bring about an organization structure that would respond to two of the corporation's key objectives: a) To provide an environment conducive to the development of the individual and which encourages them to realize their full capabilities; and b) To adopt a flexible and objective attitude towards change and to pursue an active policy of innovation.

Six of the Corporation's critical objectives also focus on human resources. These are:

The biggest employer in the private sector – and the biggest taxpayer.

1. To increase productivity by more efficient utilization of natural physical and human resources;

2. To pursue a management development program that will ensure an adequate number of managers to meet the requirements of the corporation;

3. To develop and maintain training programs, using both internal and external resources, that will provide sufficiently-trained personnel to meet the requirements of the corporation;

4. To encourage and assist personnel to play a more participative role in management and to become more involved in activities outside the corporation;

5. To develop a flexible, adaptable organization based on an open, problem-solving climate and effective internal and external communication; and

6. To create an innovative frame of mind throughout the corporation, and to institute an organized method for prompt consideration of innovative ideas from all levels.

HRD came to being at a period when SMC in general was moving towards more formalized systems: in 1974 with the budgeting system, the long-range planning system, the SMC management system and the enhanced awareness of professional management. HRD devised various HR management systems–manpower planning, performance appraisal, salary administration, and others - to ensure that these systems complement and support the others

The early divisional structure was built on the existing traditional personnel functions of personnel and administration, training and payroll. In 1977, the Management Development function was made part of HRD.

In 1980, HRD had the following directorates: Management Development, Compensation Administration, Human Resource Planning and Organization Development. Three years later, the Internal Sports and Medical Directorates were added. Serving as functional extensions and counterparts of HRD are the personnel offices and units of the various divisions and plants of San Miguel.

An interesting sidelight of HRD's history is that since its inception, it has had three division managers – none of whom had come from formal training or career experience in personnel management. Miguel Unson had managed the Manila Glass Plant and then the Management Services before being tapped to organize HRD. His successor, Richard Sotelo, joined HRD after 18 years in soft drinks operations. The incumbent, Jose Lugay, like Unson, is a veteran of the Packaging Products Division.

HRD Role and Major Services

Human Resources Division's major roles are to ensure that SMC gets the right people to man the organization at the time they are needed; that its people are properly developed to perform well in their current jobs and to assume future jobs; and that its people are well maintained in terms of compensation, physical fitness and health.

HRD's services may be said to span the employment continuum, from recruitment to retirement, (See Figure 1). These may be categorized into human resource planning, human resource development and human resource maintenance.

Human Resource Planning

SMC is a pioneer and innovator in human-resource planning. Its size and the complexity of business require the strategic and operational planning of human resources. Human Resource Planning Directorate (HRPD) is charged with manpower projections and plans, services personnel requirements of divisions through internal and external recruitment and maintains the Human Resources Information System.

Corporate objectives also focus on HRD.

Manpower Planning

The Manpower Planning framework has several elements. First, SMC divisions review their strategic and operating programs and their annual plans and budgets. This review allows them to project their manpower needs. Then follows an assessment of present human resources to arrive at projected available manpower. Projected manpower needs are compared to projected available manpower to arrive at net manpower needs. Finally, action plans are developed to respond to the needs through internal and external recruitment or through redeployment. In the filling up of vacancies, priority is given to qualified internal candidates to motivate employees to strive for higher positions.

Campus Recruitment Program

A unique feature of the recruitment effort is the Campus Recruitment Program (CRP); to recruit into SMC bright and promising college juniors to work for two months on a project basis. From 1978 to 1984, SMC brought in 447 CRP trainees, of whom 135 were hired as regular employees after graduation from college.

Human Resource Development

SMC believes in a total approach to human resource development. It strives to develop individuals, their managers, and their work settings to create a supportive climate and environment.

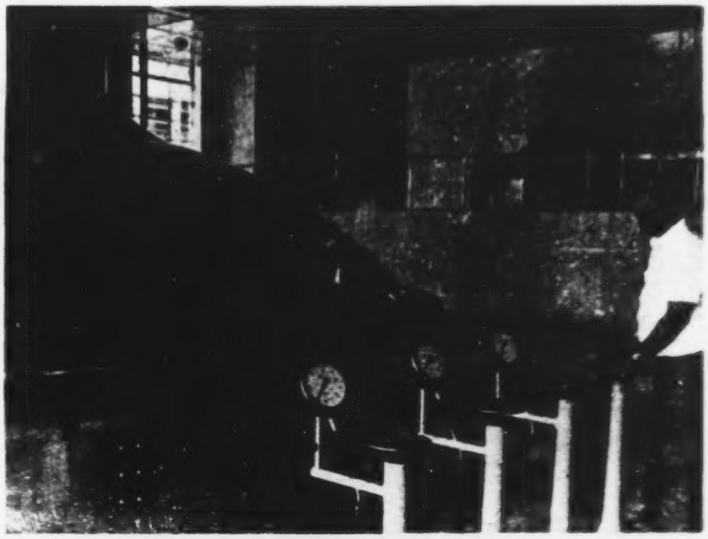
The corporate programs designed to meet the development needs of individuals include the SMC educational program, development assignments, the performance appraisal system, library services and divisional training programs.

SMC Educational Program

Started in 1979, the Educational Program provides employees the opportunity to acquire formal education in secondary, vocational, collegiate or post-graduate courses.

The company pays tuition fees, miscellaneous fees and major book expenses. An employee qualifies if he has performed well on the job as endorsed by his supervisor and if the course is in line with the employee's career goals and the needs of the organization.

Every year the number of participants average 200. Since its launching the program has produced 373 graduates, 77 percent of whom completed technical courses. About 95 percent of those who finished graduate courses in management are presently occupying managerial or supervisory positions. And 67 percent of the graduates have been promoted or upgraded in their jobs.



Proper motivation, better fitness and compensation mean better products.

Developmental Assignment

The developmental assignment is a unique scheme that allows employees to try out other jobs in the company for up to a year. Objectives for the assignment are spelled out and agreed upon between employee and manager.

When employees get back from developmental assignments, they acquire a better perspective of their jobs, and they gain appreciation of the needs and expectations of other work units. In many instances an employee is eventually is absorbed by the work unit.

Performance Appraisal

This system ensures that employees are given feedback on their performance by their superiors at least once a year. During the appraisal, superior and subordinate discuss employee's strengths, his improvement areas and specific development plans. Appraisal usually results in enhanced work relationships and increased commitment to the employee's development.

Training

Training programs related to the specific technology of a division, like glass-making or sales management, are conducted at division level to improve quality and people's attitude.

HRD through its Organization Development Directorate assists the divisions by providing advice and service in preparing and conducting these programs, linking with external learning institutions and developing and training trainors.

Organization Development

To ensure the development of a supportive work setting, Organization Development (OD) advisers work with key managers of divisions and work units who are willing to examine their organization as a whole system and implement changes where necessary. Changes that are planned and implemented are usually in the areas of organization design, value formation, systems and procedures, leadership style, communications and decision-making processes, enhancing quality of worklife and teamwork.

Management Development

Management Development is a systematic effort to ensure an adequate supply of competent key managers to meet current and future needs of the corporation.

The primary responsibility for development lies with the direct superior of a manager starting from top management. Divisions project their strategic organization structure, forecasting how many and what kind of managers are needed. Replacements for key managerial positions are identified and assessed. Development plans are set, implemented and monitored.

Compensation

Another major concern of the Human Resource Division is compensation. The corporate policy states "SMC recognizes that an employee should receive compensation commensurate with his contribution and comparable to that prevailing in the community."

The component of an SMC employee's compensation are the basic pay, overtime/holiday/shift, premium pay, perquisites, emergency allowances, commissions and benefits that are statutory, negotiated through the Collective Bargaining process, or voluntarily awarded by the company. One complicating factor in the management of SMC compensation system is the company's size and diversity: it has monthly-paid and daily-paid employees, in Manila and in the provinces; it has industrial and agricultural workers coming from a host of different industries, each with its own special compensation practices.

A unique compensation system is the Professional Technical Classification (PROTECCS). Developed in 1978, it seeks to provide a promotional ladder to employees suited to a technical rather than a managerial career. This ladder makes it possible for a person with specialist skills to receive compensation that may in some cases exceed that of his manager. PROTECCS covers positions that require application and continuing acquisition of highly-specialized knowledge and skills.

Corporate Health

Corporate Health Services cover medical services, occupational health, dental and nursing services. It utilizes 82 medical facilities nationwide; 16 Metro Manila clinics, 30 provincial clinics, 6 accredited Metro Manila hospitals and 30 accredited provincial hospitals.

Sports and Physical Fitness programs take place throughout the year. They include activities such as run clinics, sports festivals, slimnastics, golf clinics, chess and tennis tournaments. The annual highlight is the nationally known SMC Little Olympics.

Employee Relations

HRD continues to search for ways and means to improve services to employees. In 1985, the Employee Relations function will be improved and reinforced. SMC will strive to address and resolve employee concerns at the lowest possible level of supervision, and continue to forge better relations with its employee unions and bargaining units. It will develop and maintain mechanisms towards improving internal communications, and review existing policies and formulate new ones to ensure that needs of employees continue to be met and addressed.

Current Issues

THE FILIPINO SUPERVISOR: IS THERE REALLY ONE?

AT FIRST glance, the question seems moot and academic and the answer a self-evident "Of course, there is! " After all, the "Supervisor" has long been a feature of Philippine corporate organizations. And if one were to look into the training budgets of progressive firms, one would find that a large part of these goes to "supervisory development" or "effective supervision," or such other programs for the company supervisor.

But back to the question. After two decades of management consulting and training, and interacting with corporate management and supervisors, we have come to the ironic conclusion that the "Filipino Supervisor" remains a corporate fiction. Let us examine the facts and the reality.

The Dictionary of Titles defines a supervisor as a person who "supervises and coordinate the activities of a group of workers engaged chiefly in one type of function. He determines work procedures, issues written and oral instructions, assigns duties to workers and examines work for exactness or neatness, prepares composite reports from individual reports of subordinates, adjusts errors and complaints, keeps time and other personal records, may employ, train and discharge workers."

Readily, we can see the gaps between what IS and what SHOULD BE. First of all, the so-called "Filipino Supervisor" does not determine work procedures since these have been established by a planning group in the organization. This group also defines the duties and functions of workers. Thus, the "Supervisor" is left only with the training of workers on a particular task or skill. Hiring and firing are never in his domain.

Practically all of the "Supervisor's" administrative functions are done for him by the company's Personnel Department. Generally, all he is required to do is to monitor the time-ins and time-outs and work outputs of his workers. And while he may be asked to rate his worker's performance, his recommendations are more often than not referred to this department for "proper action."

That this is the reality behind the Supervisor's role in the organization is indicated in a recent survey we made of small-medium and large-scale enterprises. The owners of these

enterprises perceived a general inadequacy in the managerial skills and personalities of their managers. Respondents from among the large-scale enterprises particularly considered 28 traits as necessary for managerial effectiveness. One can draw parallel conclusions about supervisory effectiveness.

But what explains the bind the "Supervisor" finds himself in?

The answers may be found mostly in the nature of Philippine organizations which are generally highly centralized and where decisions emanate from high levels of management. So, while the "Supervisor" is considered a part of the Management Team, he is actually excluded from the decision-making process and the growth and enrichment such an experience brings. This prevents him from identifying with company decisions, limits his perspective and thereby stunts his professional growth.

The corporate culture in itself contributes to the "Supervisor's" predicament. Higher management being composed mostly of better educated professionals, tends to look down on supervisors who often come from the rank-and-file. This reinforces the "Supervisor's" own feeling of personal inadequacy to a point where he assumes either a cynical attitude towards higher management or resigns himself to a position of ineffectuality.

Whether the "Supervisor" is accorded such treatment by management owing to his "lack of maturity or responsibility for a higher managerial position," or such lack of maturity is the result of his not being given the authority and responsibility befitting his position, is hard to determine. Whatever the case, the Supervisor has a responsibility to prepare himself to assume higher authority and the responsibility that goes with it. For its part, management must recognize the potentials of its supervisors, give them the opportunity to grow in authority and responsibility, and make them feel they belong to and are part of the Management Team.

This appears to be the only sure way to break the vicious circle of confusion over the true role and worth of the Supervisor. As trainors, we can only do so much in upgrading knowledge, attitudes and skills and bringing about an awareness of sound management principles and practices. But the initiative must come from management if a true Filipino Supervisor is to finally emerge from all the confusion.

–Economic Development Foundation

The Economic Development Foundation is a private management consultancy, research and training institution. Established 20 years ago, EDF pioneered in offering management training programs to Philippine industry.

TRAINING THE SUPERVISOR

MOST ORGANIZATIONS in the Philippines have supervisors within their set-up. Except in one-man businesses or partnerships, where the owners do everything and have no employees, a firm without supervisors would have to depend on an unusually compatible group of people. Therefore, the need for supervision applies in small and large businesses alike.

Supervision has been defined over and over but essentially it can be simply thought of as getting with and through other people. In general, most companies would have four levels in their organizational set-up, namely: rank and file, supervisors, managers and executives. On the face of it, the supervisors belong to the first rung in the management hierarchy, the person who has first contact and the greatest influence over the labor force. It is an irony of sorts that while frequently in contact with the labor force, the supervisor is not really one of them. At the same time, supervisors must represent the company and enforce its policies, procedures, and rules. All that, without being part of top management.

Labor and top management are often suspicious of each other. The supervisor is the key to overcoming this suspicion and making each group realize that it is totally dependent upon the efforts and success of one another.

Unfortunately, most Filipino supervisors are selected/promoted on the basis of their technological ability rather than on their ability to accomplish things through people. Most of these supervisors have spent several years in learning their technology, and are, naturally, quite highly skilled in the performance of those skills. Regrettably, few of these people have had much training in the field of management. Since supervising is a professional job, it requires skills that are different from non-management jobs. Therefore, to be successful in any professional field like supervising, specialized training in that field is necessary.

A successful/competent supervisor should be knowledgeable in three fundamental areas. The first is technical knowledge, which consists of knowing what the end-result should be for the operation being supervised. For example, the technical knowledge required of a production foreman in a machine shop would be machine-shop operations. The second area involves an understanding of company practice, procedures, policies, and, of course,

objectives. This would include personnel policies; time – keeping policies, safety rules, familiarity with various forms (e.g.,personnel requisitions, purchase requisitions, maintenance requests) and the special procedures which apply to activities of his field of operation. The third fundamental area is knowhow in dealing with people problems. Included in this area is understanding people (in this case, the interplay of Filipino values in the working environment, Filipino belief systems, e.g., regional beliefs and attitudes), the place of conflict, cooperation and morale in the working force, the importance of participation, communications, leadership, discipline and group behavior.

Cutting across all three of these fundamental areas of knowledge are the five basic functions of management; planning, organizing, staffing, directing and controlling.

Specialized training in the field of professional supervision is focused on the third fundamental area of knowledge and the five functions of management since the first two fundamental areas are learned/acquired as an employee matures with experience and proper coaching on the job. The first two areas depend on the type of organizations as well as management policies/philosophies set by top management. Thus, if you have 10 organizations, it is most probable that the same number of knowledge-points will be required for the two fundamental areas.

Because we talk of fundamental areas of knowledge and the basic functions of management as requirements for successful/competent supervisor, the phrase or term "Basic Supervisory Development Program" was coined for training programs offered by the various management consultancy firms for Filipino supervisors.

It will be noted that most if not all training programs offered for supervisors involve the third fundamental area of knowledge (dealing with people problems) and the five basic functions of management. Programs that concentrate on the third fundamental area of knowledge would usually have modules/topics on leadership, communication, motivation, performance appraisal, and counselling. While those that focus on the basic functions of management would include modules/topics on planning, organizing, staffing, directing and controlling.

Management consultancy outfits would approach supervisory programs differently but would generally combine module/topics from the above-mentioned areas of specialized training. The phrase "Advanced Supervisory Development Program" was coined, because one supervisory training program cannot cover all the knowledge required in dealing with people problems and the functions of management.

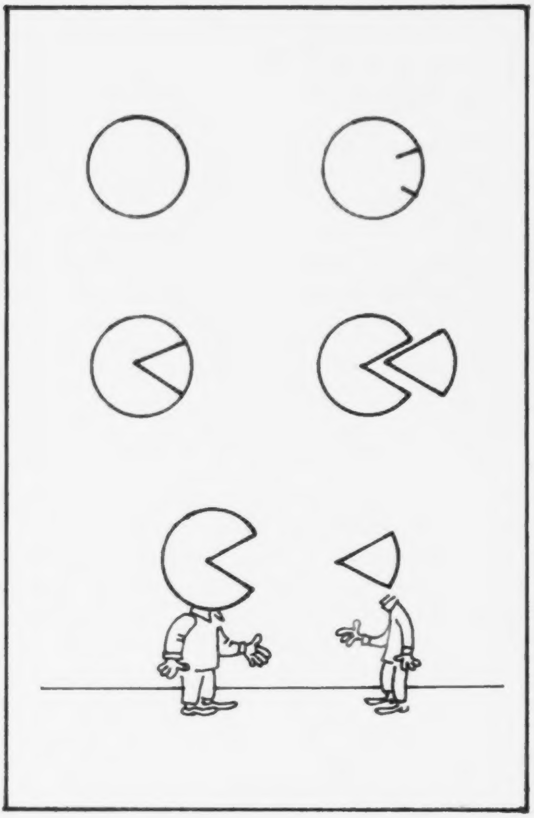
The question of "what then would be the best or ideal program for Filipino supervisors? " arises. The answer to that lies in the training needs requirements of a particular group of Filipino supervisors. A research or study of the training needs/requirements of a group becomes an important tool in the design of a training program. Canned or RTW programs do not answer the trainees' needs, rather, tailor-designed programs best fit the needs of different groups of supervisors belonging to the same or different organizations.

Some training institutions market their programs like a bar of soap, and wind up with dissatisfied end-users. It is best to always keep the training cycle in mind: training needs analysis, program design, implementation of the training design, and evaluation of the training program.

Theorists say that training Filipino supervisors in handling people problems and in the basic functions of management should not remain only at the conceptual level, but rather the skills or "How to's" should also be integrated or made as a training objective. For what is knowledge if it cannot be used. Various training methods have been developed over the years, e.g. group discussions, role-plays, structured learning experiences, action plans, etc., for this purpose, and trainors must learn to utilize these techniques in their program designs.

One must not forget, though, that a training program will not answer all participants needs or guarantee overnight success. Essentially, a training program tackles one side of supervision and that is the science or profession of it, while supervision is also an art and it would take time and experience for one to develop and grow in this craft.

Trained supervisors will have a far better understanding and grasp of their effectiveness and results of their actions. And this will enable them to profit much more from the evaluation of others. If one understands why his superior does certain things the task of carrying out his instructions frequently becomes more acceptable. By the same token, the ability to better understand the action of subordinates enables a supervisor to do those things which will motivate the employee to do a better job, to overlook those things which sometimes happen in the heat of pressure; and take positive action where warranted. All this enhances the opportunities for the attainment of the goals and objectives of the supervisor's department/section.



Since meeting department goals contributes to the attainment of company objectives, then it can be said that as all department goals are realized, so will company objectives with an end-result that would show increased productivity and profits.

Effective supervision is essential in times when increased productivity can mean the survival of an organization. Training supervisors can definitely contribute to increased profitability. And since organizations can not do without supervisors, it becomes necessary in times of economic crisis. After all, a supervisor may perform in a job for ten years, although in that length of time he may only repeat the errors of his first year.

—Ferdinand L. Berba

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THE SUPERVISOR'S ROLE IN MANAGING VALUES VIA QUALITY CIRCLES

IN A Quality Circles Program installation, the employees' immediate supervisor is typically the initial Circle Leader. While it is true that Q.C. is essentially a program for the workers, the supervisor is the logical choice for a Circle Leader because he is the acknowledged leader, he is the employees' link to management, and it precludes the creation of a competing hierarchy.

As Circle Leader, the supervisor is responsible for ensuring that circles meet regularly, inspiring members to work together in the completion of projects, getting the support of management and non-Circle members for Circle project implementation, and measuring the results of circle projects. Being the initial leader, it is also his responsibility to develop leaders from among the ranks and to promote sub-Circles.

In dispensing these responsibilities, the supervisor must play a variety of roles, namely: Trainor, Coach, Teamplayer, Promoter, and Boss.

As Trainor, the Circle Leader imparts to his members QC concepts and techniques, but in the process impresses upon them that these techniques are worthless if there is no concern for the company and their co-workers as well as commitment to results and quality. He creates awareness for *balikatan* and *malasakit*.

The Circle Leader as Coach must lead the members to a "win." This means thoroughness in problem analysis and solution development in order that their recommendations will have a better chance of being approved by management. This is a departure from the *bahala na* and *suwerte-suwerte lang* approach to problem solving.

The solidarity of a Circle depends on how each member plays his role. In the Circle meeting situation, the Leader takes off his supervisor's cap and participates as the members' equal. Like the other members, he is Team-player. He must abide by the Circle's Code of Conduct, share equally in assignments related to projects, and respect the group decision. To get the cooperation of his members, he must build on "*pakikisama*," empathize with workers when they choose to work on seemingly small projects, and demonstrate his commitment to improving the working conditions to the extent possible.

If Circle members and non-members are to support the QC Program, they must believe in the supervisor's sincerity in upholding the people-building philosophy of Quality Circles. This means not engaging the Circle in a project that may cause other supervisors or workers to lose face. He gives each member the opportunity to present his ideas to management and fellow workers And as Circles mature, he should be ready to relinquish leadership to the next fellow.

This leads us to a very crucial role which the supervisor will eventually play in relation to the Circles–that of a Boss. This entails taking action on circle recommendations, taking responsibility for risks that accompany methods improvement, recognizing individual and group effort, securing from management approval of projects and allocation of required resources.

If one will closely examine the roles described – either individually or collectively – one will come to the conclusion that these are nothing new to the supervisor. These roles simply mean Supervision. In summary, a Quality Circle Program provides the structure by which supervisors can hone their managerial skills and optimize utilization of their manpower.

–Patricia Marjorie Ignacio-Samonte

Patricia Marjorie Ignacio-Samonte is a Consultant on management and supervisory development and specialized management services of Asia Business Consultants, Inc. She is Chairperson of the Quality Circles Practitioners Network and Editor of "QC Exchange."

QUALITY CIRCLES AND THE FILIPINO

MUCH HAS been said or written about Filipino hospitality. This attribute, however, is not exclusive to Filipinos but is shared by many of our Asian counterparts.

Nevertheless, it is this same warmth that permeates the Filipino value system. We place a high premium on smooth interpersonal relations as evidenced by our extended families. This is likewise reflected in some of our traditional values like *bayanihan* (neighborliness), *pakikisama* (concession), *utang na loob* (debt of gratitude), *hiya* (shame or shyness), *amor propio* (self-esteem, pride), and *malasakit* (concern for another's welfare).

The following narrative aims to demonstrate how Quality Circles has found a "fit" in the Filipino value system. Here, briefly, are some descriptions of each value along with actual examples.

Bayanihan. In the olden times, it was commonplace to see neighbors working together to build a house for another community member. This tradition has been carried on for generations as in neighbors and relatives pitching in the cooking of food for a wedding reception or a fiesta. And this has been translated into corporate philosophies as well. Quality Circles reinforces this "bayanihan" spirit in the workplace, for it provides the structure within which management and labor can work together for the betterment of the company where employees realize the value of individual contribution to the achievement of a common goal. For companies like United Laboratories and Victorias Milling Company, Quality Circles is just an affirmation of the company's belief in human resources as the most valuable asset.

Pakikisama. The term has two connotations. On one hand, it refers to the spirit of camaraderie. And on the other, it suggests concession or going along with the wishes of a group despite a conflicting belief or duty. This inherent attribute facilitates consensual decision-making, recruitment of volunteers, and teambuilding.

It has been found to be more effective for the leader to approach each prospective member or sell Quality Circles to the acknowledged informal leader when trying to recruit volunteers. If the Circle leader has been known to be *magaling makisama* (can get along well), chances are he will be swamped with too many volunteers. By the same token, the informal leader could likewise easily persuade other workers to join Circles. Because of the *samahan* (camaraderie) that evolves in Circle membership, there have been instances when Circle members take turns in bringing snacks from their own homes for fellow Circle members to partake of during the meetings.

However, *pakikisama*, when not properly managed, could work against Quality Circles. The strong feeling of identification and belonging to the Circle may prompt the Circle members to become elitist. This has happened. A Circle refused to take on new members after other members had dropped out because the members were afraid that the *samahan* would be adversely affected. Or, during the evaluation of ideas brainstormed, the informal leader could railroad the unknowing members who might vote on an idea in the name of *pakikisama*.

Hiya. Literally, the world means *shame*. It is the uncomfortable feeling that accompanies awareness of being in a socially unacceptable position.

Amor Propio. The heightened emotional state of behavior arising from *hiya* has been labeled as *amor propio*. Management should recognize this high degree of self-respect. A remark like "Why haven't you thought of this before? " or "This project is too simple" may be construed by Circles as an undermining of the members' capability. This may lead the Circle to believe that management is not supportive and lose interest in Circle work.

The management presentations provide the venue for bragging about Circle accomplishments. Moreover, approval of Circle recommendations increases the members' self-esteem and sense of pride in their work.

Utang na Loob. This is the Filipino brand of reciprocity that compels a recipient of any favor to show his gratitude properly by returning it "with interest" (whether in quantity or quality) to be sure that he does not remain in debt.

When Circles are given recognition for their contributions, they would normally say "We were just doing our jobs." This is just another way of saying, "We are only repaying the company for providing jobs and fringe benefits."

An award only serves to deepen this sense of *utang na loob*. In order to demonstrate their appreciation of their achievement, the Circle would try to present bigger project proposals next time around.

Such was the case of two Circles in Philippine Airlines, Inc. The projects undertaken by the Circles, which resulted in substantial savings and additional revenues, could easily qualify in the paying Methods Improvement Program. But the Circles opted not to submit their projects with the reason that "they were only doing their jobs, and what is a few pesos among friends?

Malasakit. This is the concern for another's welfare and the willingness to do a little self sacrifice.

Some Circles demonstrate *malasakit* by agreeing to hold meetings outside office hours, i.e., one hour before or after the shift; attending meetings even on their scheduled days-off. At Jollibee Foods Corporation, a Circle of waiters hold their meetings in the car park. There was this waiter who, after being transferred to another outlet asked the steering committee through the facilitator to allow him to continue attending the Circle meetings in his former place of assignment until completion of their on-going project. So, weekly, this waiter would walk from one outlet to another just to attend the Circle meeting.

At Lane Moving and Storage Company, the Circle of secretaries undertook the beautification of the roof deck of their office building. They planted some vines, flowering plants and banana trees and these they water regularly.

At Bank of America, Manila Branch, Circle members in the accounting department were very concerned about the apparent build-up in the payments clerk's backlog. They examined the work procedures and succeeded in reducing the steps by 41 percent. Now that the payments clerk's job has been made easier, additional responsibilities have been given to him.

Malasakit must be the driving force for the Circles at Republic Glass Corporation when their initial projects focused on cost reduction and cost elimination in order to help ensure the company's profitability for the year.

There is no doubt that Quality Circles is responding to some degree to the Filipino's high need for harmony. Furthermore, the examples cited above belie the myth that Quality Circles works in Japan because the Japanese culture is different. Quality Circles can work in any culture, provided the elements of the national or corporate culture which may help or hinder successful implementation are identified and properly managed.

–Patricia Marjorie Ignacio-Samonte

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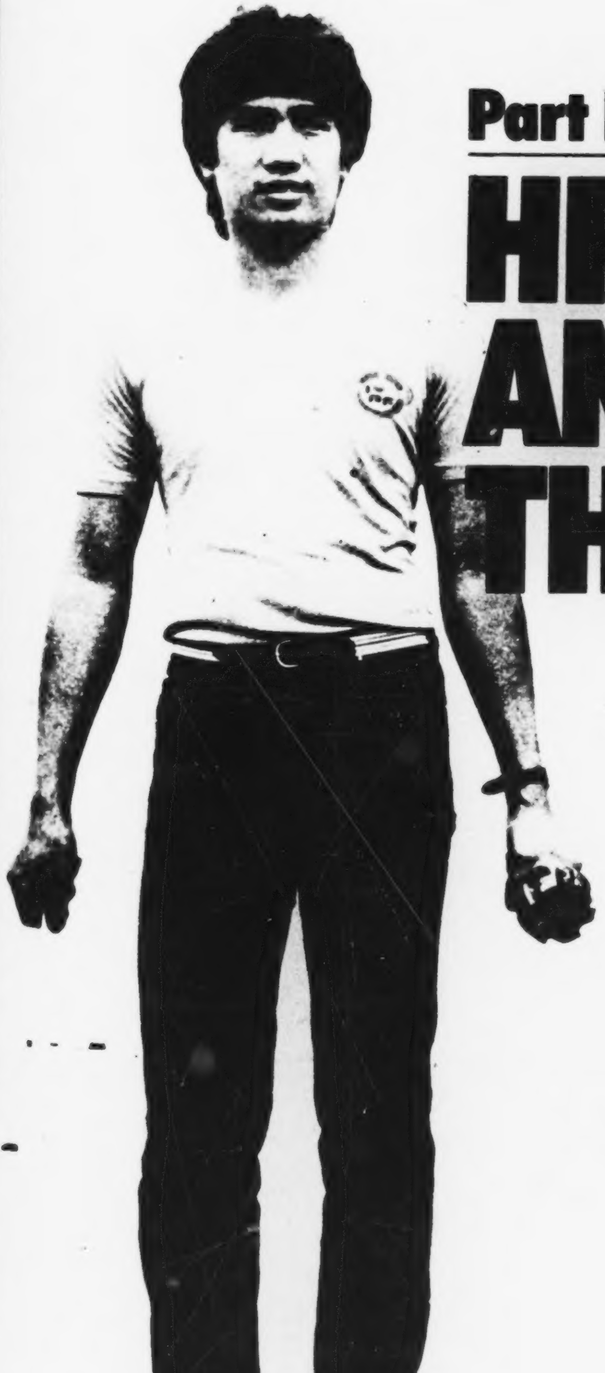

Part Five

HRD AND THE REGIONS

Manpower Development in the Countryside

Man as the object of development has always been the recurrent theme of all Philippine development plans and programs. Indeed, this must be so in a society which believes that government and all institutions are created to serve the ends of man and promote his well-being.

The Updated Philippine Development Plan for 1984-1987 affirms and reaffirms this theme by defining as its fundamental goals;

1. increased productivity for sustainable economic growth,

2. the more equitable distribution of income, and

3. total human development. While the focus on man – or more precisely, the enhancement of his welfare – is self-evident in the last two objectives, the first is also reflective of it for productivity is in large measure determined by the will and skill the individual brings to the productive process.

On the basis of this assumption, the natural locus of most development efforts in the Philippines should be the rural communities where three out of every five among some 53 million Filipinos reside. More than that, it is in the rural areas where poverty, malnutrition, disease and ignorance, among a host of other social ills, abide.

But by and large, development efforts in the past have been mostly addressed towards servicing the needs of the urban communities where political pressure was and still is more strongly expressed and felt by decision-makers.

The concentration of resources and services in the urban sector only worsened the problems of both rural and urban areas. For while neglect simply perpetuated the backwardness of rural communities, rapid urbanization was also inevitably accompanied by continuous in-migration magnifying unemployment, criminality, congestion and other urban blights.

To reverse this trend, the government began to unravel a package of measures designed to breathe new life into the rural communities sometime during the last decade. More and more infrastructure development projects were apportioned to the rural areas with the building of highways, bridges, farm-to-market roads, irrigation systems and power plants, among others. Social services, like education and health, were expanded to cover remote communities. Land reform was proclaimed, and credit facilities and technological support were made available to farmers. Incentives were given to industries to locate their plants and factories in the regions while export processing zones and industrial estates were established by government to speed up the dispersal of industries and therefore employment opportunities.

With the onset of the economic crisis in mid-1983, a balanced agricultural and industrial development strategy was adopted as the key to national survival and recovery. This strategy rests on the twin anchors of increased agricultural productivity and the accelerated development of agri-based industry. To increase agricultural productivity, the government continued to liberalize its pricing policy, expand agricultural credit facilities, and intensify the propagation of modern technology. Through a similar package of incentives, farmers are likewise encouraged to diversify their crops.

Industrial development, on the other hand, is being pursued as major components of the nationwide livelihood programs, the Kilusang Kabuhayan at Kaunlaran and the Kilusang Sariling Sikap. The emphasis in industrial development is on agri-based, labor-intensive and export-oriented small- and medium-scale industries.

With this radical shift in the national development strategy, the burden of bringing the country to economic recovery now rests mainly on the shoulders of agriculture and the rural sector. How it measures up to this charge, however, hinges mainly on the success of the program to mobilize the vast reserves of energy and talent which are latent and lying dormant among the people in the rural communities. Manpower development in the regions through training in entrepreneurship and the various trades and crafts thus becomes a crucial element in the national program of economic recovery and growth.

Manpower development in the regions presents peculiar problems which are absent in a wholly urban setting. For one thing, it must address the needs not only of industry but also of the agricultural sector from which majority of the population derive their livelihood. For another, the training facilities of vocational and technical schools in most of the provinces – if they exist at all – are bound to be smaller, cruder and in many ways inferior to those found in large urban centers; and the same thing goes for company-based training inasmuch as majority of rural enterprises do not command the kind of resources available in urban industries. Then, also, there is the problem of reaching out to the masses of unemployed and underemployed living in remote communities. And finally, there is the need to match manpower development plans and programs with the unique requirements of the region, the province, the city or town and the barangay.

Elbow room for agricultural productivity and the agri-based industry.

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Manpower Development Planning

Like any program or activity, manpower development is guided by a master plan which incorporates its goals and policies as well as the strategies and programs to carry them out. At the regional level, the manpower development plan is aligned with and made to complement the broad regional development plan. In the regional manpower plan, the manpower requirements of the regional development plan are estimated and classified according to skills, and from this appropriate strategies and training programs are drawn up for the purpose of matching the supply with the manpower requirements of the region.

Regional manpower development is further transformed into sectoral plans which focus on the requirements of individual sectors or industries. In still another attempt to translate the regional plan into concrete and workable training programs, provincial and local manpower plans are also developed by the National Manpower and Youth Council in collaboration with local governments and the private sector.

Manpower Development in the Regions

This is largely a cooperative endeavor to which every sector of society contributes. But government assumes the greatest responsibility through the provision of general education at all levels of learning with the Ministry of Education, Culture and Sports as the lead agency. In skills training, the NMYC coordinates the efforts of all sectors aside from conducting training courses on its own through its regional manpower development offices and regional manpower training centers. The Bureau of Agricultural Extension facilitates the transfer of technology to the farmers and agricultural producers. The Ministry of Human Settlements conducts training on entrepreneurial skills. The Ministry of Trade and Industry trains people in various trades to develop cottage industries and small-scale industries. The Ministry of Labor oversees the implementation of the apprenticeship program, while the Ministry of Social Services and Development has various courses for women and minors.

The professionalization and skills upgrading of civil servants are being vigorously pursued by the Civil Service Academy which is operated by the Civil Service Commission.

The churches, particularly the Catholic Church, also make significant contributions to skills development. The Diocese of Bacolod, for instance, has established a training center for the province. The Archdiocese of Cebu is also actively involved in manpower development. And several religious orders run various training centers, like the Tahanang Walang Hagdanan and the Tarlac Social Action Center.

Civic organizations like the Philippine Jaycees and the Lions also pitch in their share at the initiative of their individual chapters.

And private industry, of course, cannot do without some form of in-house or on-the-job training programs for people they employ.

The local government and local government officials are getting increasingly involved in manpower development. Legazpi City, for instance, has already organized its own Manpower Advisory Committee to integrate the efforts of all sectors working for manpower development. Similar committees have sprung up in various provinces and cities. Other towns have gone a step further by putting up their own training centers with the help of civic and business organizations and the NMYC. Primary examples of these are those located in Pasig and Valenzuela, in Metro Manila, Antique, Pagadian City, Lucena City, Cotabato City, Tagaloan, Misamis Oriental and Catarman, Northern Samar.

All these have been put up by leaders who firmly believe that genuine progress can only be achieved by building up human resources, for as Gov. Cornelio Villareal, Jr. rationalizes: "Our scarce resources we put on people. Once our people have the knowledge, the skills and the proper attitudes, they are the ones who will develop our markets, our roads, our bridges."

And they will be the ones to develop people now and in the generations to come.

The Greening of Manpower Development

IT MAY be said that the balance of manpower development derived from government policies or sectoral programs would have a negligible yield if they did not also carry the vigor and dedication of our regional communities and their leaders. Much too much has been written about "urban capitalization and momentum" with regards to human resource development, sometimes to the detriment of humbler, although not necessarily smaller, aspirations rooted away from the "center stage." But quintessential HRD knows no pedigree, respects no social distinctions, since it can and does flourish, not infrequently, in the most obscure of areas but certainly not with less dramatic results.

This is not to say that such examples are on the whole, dynamic, success stories worthy of admiration and therefore emulation, for there are problems everywhere and in whatever endeavor. In quite a few instances, though, an acute HRD awareness already represents a major step towards the grand design of national regeneration via aggregate community action. To count on progress and status for a town or barangay without first assessing its strengths and weaknesses –the pros and cons in any undertaking– or to take up ambitious but low-percentage options would not only be unrealistic; it would be sheer folly. It goes without saying that prior to any commitment, civic or otherwise, we must first do our homework. A cornerstore projection has as much validity as a corporate move. Call it a feasibility study on the grassroots level.

A similar theme and thrust is echoed in an interview between Governor Salvacion Oppus-Yniguez of Southern Leyte and NMYC's Ephraim S. Alcazaren. As to the manpower situation in her area, for instance, Gov. Oppus-Yñiguez cited from the recent census. Southern Leyte has a population of 321,538 and a labor force of about 151,064 or 46.98 percent of its total population. The total labor base is distributed in 9 major occupational groupings – Agriculture, Hunting, Forestry & Fishing, 84,960 (56.24%), Services, 29,086 (19.54%). In Manufacturing, 12,005 (7.95%), Commerce, 9,909 (6.5%), Construction, 6,295 (4.17%), Transport, port, Communication / Storage, 4,767 (3.15%), Industry Not Adequately Identified, 2,648 (1.76%), Electricity, Gas, Water & Sanitary Services, 946 (.63%), plus Mining & Quarrying, 445 (.29%).

According to Gov. Oppus-Yniguez, it is obvious from its labor force distribution that the province is dependent on the income structure of each municipality and the existence of industries and, correspondingly, employment opportunities. Clearly manifested here is the concentration of the work strength in a given locality. While it is true that patterns for employment and unemployment vary from one municipality to another, there are municipalities that enjoy more than ample labor force and register high unemployment rates, as opposed to others with a smaller labor capital and yet have the capability to provide employment opportunities to the majority.

As the governor describes it, Maasin, the provincial capital, not only has the biggest labor force but the largest population in the economically active subgroups, it being the center for trade and commerce. Second to it in both aspects is Sogod, although in terms of unemployment it ranks fourth. Coming in with the third biggest employed population but also with the second largest number of unemployed persons is Bontoc; Silago shows the second smallest labor force in the province, and yet, surprisingly, has managed to chalk up a healthy employment percentage.

How does she assess the job situation in her area?

At this point, the good governor draws no rosy picture of rural dynamics but tells it like it is. Most of her constituents, she says, migrate out of the province in search of employment in more promising business centers. Farmwork they find tedious owing to low productivity which in turn can be attributed to the high cost of production inputs and the inability to market products. Just as disheartening is that most skilled artisans have been lured abroad by high-paying jobs due to the lack of better placement on the home ground; and perhaps, too, whatever openings existed were not all that attractive or profitable. As a countermeasure to all this, the governor regards the activation of the agricultural sector as the groundwork for the development of industries. With the exception of copra/abaca industries, Southern Leyte does not yet have any viable industry to speak of. And being merely the supplier of raw materials for the pair mentioned above, it can never really enjoy a profitable trade balance for its people. The one and only alternative to this would be for the province to gradually stop its exportation of raw materials and, instead, sell finished products which would net bigger returns.

Governor Salvacion Oppus-Yñiquez

Another negative factor is the preference for white-collar jobs. Gov. Oppus-Yniguez observes that a large chunk of her constituency is afflicted with this, even with the knowledge that they lack the necessary qualifications or preparation for certain jobs Never mind their limitations, it's the prestige that counts. The governor also bewails how everybody keeps talking about the need to industrialize. Says she: "Nobody wants to stick to farming. What will be the use of canning, bottling and food preservation plants when raw materials are becoming scarce? Actually, the urgent need now is to expand food production activities. . . and if ever manpower development programs will be pursued vigorously in my province, then I strongly recommend that they be geared towards self-employment to hasten the gradual shift from agri-based to industrial-based occupation.

Touching on the labor demand in her vicinity, the governor presents more statistics. Since her province has an agricultural economy and approximately 83.2 percent of the population reside in the rural areas, about 56.24 percent or 84,960 of employment is in agriculture. With a steadily increasing population, present food production rates are no longer sufficient. In terms of agricultural land, though, Southern Leyte only has 115,015 hectares. The rest of its 173,480 hectares are made up of commercial and non-commercial forests, brushlands, cogon or open land, marsh or swamp, roads, rivers and residential areas, all of which take up 58,465 hectares of its limited area. Agricultural expansion through the extension of existing agricultural hectarage is no longer possible, except to a very limited extent.

Production increases, continues the governor, can only be achieved through intensive cultivation. The application of increased amounts of production inputs such as fertilizers and modern farm technology, along with a heightened use of farm machinery, is imperative. Inter-cropping and multi-cropping are now getting wider acceptance among farmers in the province. Just as vital is the development of irrigation systems to place more agricultural areas under their service coverage. In addition to increasing food production, the governor points out, there is also a need to increase agricultural export crops. As it is, too much dependence on copra and abaca, which are the traditional exports of Southern Leyte, has made the province highly susceptible to price fluctuations. A diversification in agricultural exports, then, is a "must."

Next, Gov. Oppus-Yniguez lists poultry, livestock and fish farming as "support systems," the development of which would improve the diet of the people who are commonly deficient in protein. Revitalized inland fishing is expected to make the province less vulnerable to weather condition changes for its supply of fish and fish products. Programs and projects aimed at providing infrastructure and utilities support to the socio-economic activities of the province are expected to remain the dominant preoccupation for the next five years or more. During this period, there is a plan to replace the direct-line communications system with a wireless system, with all municipalities along the Pacific which until now are unserved by an existing wireless system to be placed under such coverage. And the private sector is earmarked for a more important role in the gradual improvement of communications systems, along with the development of the transport service. For its part, the public transport service is expected to devote more attention to the growing needs of the agricultural sector rather than to its passenger service which is presently the case.

In the governor's view, a complementary manpower development program is crucial to the establishment of industries. To encourage private initiative into small, medium or cottage industries, there is a need to provide more industry skills training. The establishment of the Fibercraft and Ceramics Training Center in Maasin, added to the various skills training being conducted by national agencies like the NMYC, is in line with this goal. The Center is already in the midst of training sessions for representatives from barangays which have been identified to have abundant supply of clay suitable for ceramics. As for fibercraft training, programs are conducted in coordination with the provincial offices of the MSSD, NACIDA and BAEX. And in coordination with the regional NMYC office, arrangements are being made to conduct training in various forms of woodcraft. In this partnership, the NMYC prepares the training design in consultation with the local government, and also provides the services of competent trainors including some of the training materials and equipment. From its end, the local government provides the training site and supportive administrative services, including secretarial services for project monitoring and recruitment of trainees. This training package includes: general carpentry, building construction, furniture and cabinet making, and rattancraft. Training in automotive servicing, with repair and radio electronics servicing and repair, are on the list of vocational training lined up with the assistance of the NMYC.

Another step towards manpower development in Southern Leyte was the creation of a Manpower Advisory Committee of which the governor is chairperson. The Committee hopes to rationalize and integrate all manpower programs in the province. Just recently, the Municipal Careers Development Project (MCDP) was institutionalized in Sogod, which trained five Career Development Agents who shall act as manpower development program implementors in the municipality.

And what are her projections for Southern Leyte's labor force 10 years from now?

Says Gov. Oppus-Yniguez: "Existing socio-economic conditions in my province still leave much to be desired. Unless we do something, I mean, a concerted effort to correct the lack of employment opportunities, traditional timidity of local capital, lack of relevant skills, our labor force will continue to migrate to urban centers in search of greener pastures."

The lady governor of Southern Leyte bristles somewhat on the question of "dreams and aspirations for her people." For one thing, she laments the fact that even the worthy projects of government failed because neither the implementors nor their recipients understood the original concepts. For another, she adds, "people oftentimes just aren't on the same frequency as their leaders". So accustomed to dole-outs are they that whenever they receive a little cash – capital for their future– they either use this for other purposes or simply gamble it away. "Nothing earned, because nothing learned," as the saying goes. To counteract this, Gov. Oppus-Yniguez argues for a renewed inculcation among the citizenry of their responsibility to the country. There should be, she says, a totality of common aspirations wherein policy-makers and planners, implementors as well as recipients, should participate in the decision-making process. The aspirations of these three groups, then, should run a parallel course.

Gov. Oppus-Yniguez really lays it on the line with this sum-up: "Let's get rid of ideals. . . instead, let's be practical! "

A "POST-GRADUATE" PROGRAM FOR FARMERS

Pragmatism is also the springboard for Governor Aguedo Agbayani's conceptualization of manpower development in Pangasinan. Mainly, this revolves around the Farmer-Leader Training Program which teaches modern techniques in farming and is so conceived as to turn participants into technicians. Elaborates Agbayani: "The strategy here is to train farmers to be good farmers, and eventually, to

Gov. Agueda Agbayani

develop them into trainors for other farmers in their respective communities."

For lack of a more "formal" center built exclusively around the farmer-leader training concept, the governor spares trainees considerable expense by routing them to the regional training center for farmers under the joint auspices of the Ministry of Agriculture and the University of the Philippines. Further coordinative support for this non-formal education come from the Ministry of Education, the Ministry of Social Services and Development and the Pangasinan State University. With such a back-up, Governor Agbayani cannot resist a touch of humor when he addresses some farmer-trainees: "You are now taking your post-graduate course. After the farmer-leader program, the upgrading will be in the nature of a doctoral degree."

Considering how Pangasinan is a big province based in agriculture as per tradition, its industrial thrust in some areas is bound to be an uphill struggle. While conceding that the agricultural sector does not lack for work-hands in the field (farming being the principal choice among the Pangasinense), Governor Agbayani points out that what is lacking is *science* even among skilled workers. Agricultural training, therefore, should not cover farming alone but the farmers themselves. If this sounds like the equivalent of specialization on the rural level, the governor is not unaware of its possible misapplication – "Of course, you don't put up such an educational system and admit just anybody." And because they are cheaper from the standpoint of the government, students are allowed to use vocational schools as jump-off point to college, regardless of whether they are sufficiently equipped for it or not.

The governor traces the progressive stirrings in Pangasinan with the entry of the NACIDA in 1972 when a training center for the cottage industry program was first established, and this was largely instrumental in raising the income of the people. Then came the National Manpower and Youth Council with its financial and technical assistance, along with extra support from other agencies. People were trained in such national skills as the operation of electricity, radio equipment and the running of bulldozers and trailers – and these services are to be expanded with the participative assistance of, among others, the Pangasinan State University and the municipal government of Balongan. Beams the governor: "We have already trained 25 out-of-school youths, and they are about to start producing bricks for commercial purposes."

Isn't there a conflict between agricultural and vocational skills? For example, wouldn't young folk rather go into, say, radio-making than learn how to plant vegetables?

The Agbayani answer: "Yes, vocational and not agricultural skills would enable some to go abroad; however, there will still be those for agriculture because there is also money there. There is the Modern Method Training. . ."

Regarding the youth's attitude towards blue-collar work and agricultural skills, the governor believes it is not a matter of orientation but one of economics since the young who opt for electronics or carpentry are neutralized by those who go where the sugar is – or where the money is.

Would an out-of-school youth make a more effective leader than a seasoned farmer?

On this score, the governor refers to an old Ilocano homily which translates roughly into Pilipino as thus: *"Paniwalaan ang ama, paniwalaan ang anak."* Meaning that both tyro and veteran can learn from each other; the young must acknowledge the elder's experience, even as the latter would do well to accept change and the wave of the future. For only when such flexibility has been achieved either way can human resource development be possible.

On the subject of industrialization for his province, along with exportation, the governor has this comment: "Even our cottage industry is based in agriculture, and all this talk of industrialization still depends on the purchasing power of the people. But, yes, we have to consider our mining industry. . . we are putting up some feed mills, in Calasiao we have the feed mills. Pangasinan being one of its biggest producers, we have the mango which is our export product. But all these projects depend on human resources. If manpower is inefficient and uneducated, we cannot hope to achieve real progress and development. We cannot overemphasize the importance of manpower development because it means proper work attitudes and orientation, it provides skills for the people.”

The fruit of their mango trees is already sweet music to the Ilocano, but Gov. Aguedo Agbayani means to reap a bigger crop among his constituency because, after all, what is HRD if not the human factor?

A REFUGEE PROBLEM IN MINDANAO?

Partisan politics, however, is what seems to be growing in Mindanao where MP Homobono Adaza is former governor. At least, he says, at the regional training center in Misamis Oriental the approach to the manpower development program tends to be partisan, and that could be a corrosive, ruinous aspect to the whole operation if implementors are not careful. The same negative element, according to the governor, crops up every now and then on the municipal board. Seeing how it is the mayor –a traditionalist in politics– who oversees the operational activities of the manpower training center. Declares Gov. Adaza: “Local politicians are power-oriented, so I think there should be some effort towards reorienting our officials all the way down to the barangay level.”

Despite the advances made by the manpower skills training program and its advocates, and the satisfactory response to same notwithstanding, the governor says there are not enough jobs to go around, a fact that has created internal as well as external conflicts, leading to a sort of refugee problem in Mindanao. The insufficiency of tenable land and work opportunities, as in the case of Claveria, may be said to have generated a migratory movement to Cagayan de Oro. What ailed Misamis Oriental in the past, pre-NMYC and the like, was that a significant portion of its labor force could not obtain employment in any of the industrial companies because they did not have suitable skills to fill job openings. It is fortunate, indeed, that after four years of exposure to skills-training projects the impetus of such government-based objectives has been adequately felt and the job situation remedied to an appreciable extent.

No easy rider in his administrative duties, Gov. Adaza looks beyond his bailiwick and is not leery of tackling larger issues. Thus: “Because I want to be involved in the formulation and implementation of national policies, people keep telling each other how vocal, how ambitious I am. However, I will entertain any opportunity for limited or larger service as I go around. This, I believe, will help restructure economic policies in the country. And the programs that our government should concern itself with most are those that are responsive to the basic needs of the people. . . the fundamentals are still food, shelter and clothing. Leisure will come after all these needs have been met, after the poor have been attended to, health-wise, education-wise, after employment has been provided for those who want to work. That is why we have a motto in Misamis Oriental which we introduced on the very hour I became governor. And this motto is: ‘Today, Mindanao; Tomorrow, the Philippines.’ All we were initiating were programs on an experimental basis for the people of Misamis Oriental. . . programs that could be carried out effectively and which could be shared with the neighboring provinces, in the Visayas, in Luzon, but they misinterpreted this motto to signify ambition. Our problem here is the microcosm of the nation and the nation is just the microcosm of the problem.”

MP Homobono Adaza

Another frustration for the governor is his experience in the step-by-step planning, development and actual execution of many programs wherein the experts called in –from the cold, as it were– have been trained mostly in Metro Manila in lieu of local officials or government field workers and frontliners, who would be better equipped since most of them are born in the locality. To this effect, for example, there is the regional development council with its proven zeal and capability in civil concerns dealing specifically with the region but projected on a national scale. Yet, after conferring repeatedly with government and/or agency representatives and submitting their own plans and blueprints, the local talent are usually flustered when they realize that quite a different program is being implemented.

The governor's complaint: "There are many things drawn out over many tables which turn out to be beautiful only in the beginning. . . between the formulation and implementation of a policy is a big leap. . ."

A MOSQUITO CENTRAL IN THE "SUNSET INDUSTRY"

Sugar as a "sunset industry" is what preoccupies Archbishop Antonio Fortich, the guiding spirit of the Diocesan Manpower Training Center (DMTC) in Kabankalan, Negros Occidental. He speaks movingly of his parishioners and their plight, of farmers and peons who cannot ask for crop-loans because there is no money in the bank. Planting, weaving, fertilizing, harvesting – all these are only made possible through bank loans.

How do the farmers cope?

The Archbishop's reply: "Well, they lessen their fertilizer input per hectare while the rest go unfertilized. . . they are forced to reduce the acreage planted to sugar cane. Imagine now, you have around 360,000 laborers in the sugar cane field. I am not talking of those employed in the centrals but of those in the farms. You see? No livelihood, they are hungry. What I am afraid of is the social unrest that will come after this."

While Archbishop Fortich is very much aware of the fact that some planters have diversified, he sees this as but a minimal action, the tapping of some unfamiliar technologies, talking industrialization, but certainly, with no significant sub-industry infiltration as yet. If by diversification is meant the planting of mongo, soybean and corn alongside of sugar cane, well, yes, that is being done, although the end-result is still the deprivation of "indigenous" farm workers of a better livelihood. The natural consequence of all this is malnutrition because the workers cannot buy milk, there is hardly any viand and little rice. That 32-percent interest slapped on every crop-loan has sparked that old *alsa-balutan* complex among an increasing number of semi-homesteaders who are deserting their farms

The committed priest founded the Diocesan Training Center at Kabankalan shortly before "the downfall of sugar." Its manpower skills concentration from the start was on out-of-school-youth (OSY), and it was progressing nicely along that line, with jobs to be found in the other sugar centrals. Whereas before drop-outs were just loitering around, making do with their hands to dig roads and canals, dependent solely on manual labor, today's OSY at the Kabankalan DMTC present a much different story. With some financial contribution from the Central, along with the acquisition of vital tools and equipment, the Diocesan Manpower Training Center began to practice its social concept of the industry to the benefit of the wandering and jobless young. For basic skills training, there were 6-month courses (like welding) which enabled graduates to get a trade going outside; but those aiming at higher proficiency were offered standardized 3-year courses, and the skills learned from these are said to be adequate enough for one to set shop on. But the Kabankalan DMTC does not live on its training prowess alone wherein a graduate may just go out halfbaked, armed with a few workable skills but with his or her social outlook relatively unchanged.

The monsigneur, naturally, outlines this one with ease: "It is really the spiritual dimension that changes their attitudes. You don't work merely for money. . . you do so because you love the job which is given to you by your Creator to raise your dignity as a human being. So, when one works, one must work well. . . with fulfillment in that field of work, there is the satisfaction that you are also doing the will of God, and that you are perpetuating the Creation. Too, we have observed that through the experts of the NMYC and their novel technique in doing things, the standards of the people have been raised."

On the prospect of "jumping to another central" and defining the agricultural needs of his region, Archbishop Fortich makes this assessment: "All this should be planned well, so that the young can be a factor for change. They are willing to work; it's only that nobody employs them, you see. Yes, they are drop-outs, but those bulldozers break down, they are repaired and now they are functioning. And, yes, this is only informal education, but it is very essential and really effective. . . because the hands of the Filipino are very adaptable to any kind of work.'

And he goes on: "We are still in a stage of survival. . . we cannot think too much now about profits. . . therefore, the only solution is to lessen the acreage for sugar cane and

turn to other food production. . . sorghum, soybean, yellow corn. We have tall trees here, so we have the material for feeds. . . why import when we have plenty of land to be cultivated? Of course, those bright boys out there must transfer technology. . . like using better-quality dryers, lessening the moisture. If properly guided, small farmers can always produce the required elements."

Still, with the present crisis, would it be wise to go slow on more sophisticated methods and return to basic technology?

Says the Archbishop: "With the high cost of oil, we have to go back to basics. For example, instead of relying overmuch on chemical fertilizers, we could switch to compost and vermiculture. That's what I'm trying to do in the *"Dakong Cogon,'* a project that has existed for 15 years. We've organized it into a cooperative. . . and through it we are able to give the government something of a mini-central. . . uh, a mosquito central, you might call it. . . where the people are doing reasonably well. . . they have the capability to send their children to school, and many of the women are nurses. They were using tractors before, but now we've gone back to the carabao, as long as there is fertilizer. . . so I tell them, we have molasses, the bagasse. . . because no one can reduce the price of chemical fertilizers which is going up, up, up. . . anyway, chemicals impoverish the substance of the soil."

The dip in sugar gains and the *terra aliena* of diversification has led to still other enterprises and options, none of which promises anything more than a temporary solution, a stop-gap measure. One such prospect is for five or ten graduates to pool their skills and resources into a cooperative or a small firm and then open a shop. It goes without saying that before this arrangement can get to first base it must secure capitalization. By way of endorsement, there is always the NMYC which can also negotiate for a modest loan with the banks, although it cannot act as guarantor.

With such hurdles to jump, Archbishop Fortich charts this course of action for some southern laborers: a shift to another field of work, perhaps join small-scale industries. A fruitful venture would be sectoral farming where workers displaced from the sugar central could start piggery, raise chickens; in short, build a framework for self-reliance in which they plant the food they will eat. In this manner, they will not have to buy everything they need and therefore strengthen their buying capability.

To what the sugar industry has wrought in the region, its nearly insurmountable barriers and the flaws in the system itself, the monsigneur internalizes further. His analysis: "They want to work, they seek out an *amo*. . . they want to have their children baptized, so there must be a *ninong*. . . that's the system. . . it's all paternalism, too much paternalism. So they will never have to think for themselves, for their welfare. Such is it with these people that when you leave them alone they can never get by. . . because they would just practise the old system, move through their master, you see. And today, that is not advisable. . . because citizens who cannot think for themselves can be dangerous. . . they can easily be swallowed up by certain ideologies, especially godless ideologies. Also, it just isn't enough for the church to say, 'Pay the laborers well' . . . because we must teach them how to budget their wages."

And then the work ethic, according to the archbishop: "Work for some is a punishment. That they can be reduced to that kind of work is a blessing of God because the bible says, 'Out of the sweat of thy brow, man, thou shalt eat.' I was thinking, if only television could be revolutionized. . . instead of too much advertisement and social presentations. There should be industrial shows, more programs dealing with livelihood. . . so much to learn, in crop production, fish preservation and all that. There's this system among the Chinese, preserving the sweet potato. . . after three months, you slice the *camote*, dry it under the sun, hang it. . . and this will be good for two more months until the next crop.

From the worker's stomach Archbishop Fortich now goes back upwards: "But the restoration of moral values is still the key to everything. There must be ethics in business, those law students must be taught to be honest, the Filipino must stop cheating and stealing. Religion must come in. . . reenlighten their minds, sharpen their intellect. . . oh, they would make a magnificent group. . . our system as it has gone so far is responsible for producing people who are brilliant in making others suffer, depriving the less fortunate of what they want. Until moral values are reintroduced in our society, I don't know. . ."

Incidentally, the settlement (the "true cooperative") established by Archbishop Antonio Fortich through the Diocesan Training Center in Kabankalan, Negros Occidental, was given the Ramon Magsaysay Award.

The NMYC in the Regions

IN THE light of the prevailing economic crisis, the National Manpower and Youth Council as the lead agency in Philippine human resource development is bound to play an important role in bringing the national economy back on the road to recovery and growth. The search for solutions to the crisis has already led the national leadership to choose the path of balanced agro-industrial development as the most promising course to take towards recovery. Guided by this basic strategy, the government has launched a number of programs aimed at stimulating national productivity through the provision of new employment opportunities to a greater number of people. The Kilusang Kabuhayan at Kaunlaran and the Kilusang Sariling Sikap are but the most visible example of the many measures initiated by government to promote livelihood and enhance the nation's productivity.

All these strategies and programs, however, have one underlying objective: to bring into full harness the country's immense human resources. But providing new opportunities for productive employment by itself would only prove fruitless unless the jobless and the underemployed are equipped with the skills which would enable them to exploit these employment opportunities. Facilitating the full mobilization of the country's manpower reserves through skills training thus becomes the most urgent mission of the NMYC now and in the years ahead.

The exact dimension of the mission which the NMYC is committed to fulfill is boldly suggested by the targets it has set for itself in the four-year period beginning in 1984. Under the Updated Philippine Development Plan, the NMYC expects to produce 998,753 graduates from its different training programs and schemes. But great as it is. the target is not beyond the realm of reasonable expectations as the past performance of the agency shows. In 1983 alone, some 186,222 trainees acquired their skills through the different programs administered by the NMYC. This record number of graduates, however, slipped down to an estimated 152,167 in 1984 as a result of drastic cutbacks in the agency's operating funds.

Appropriate strategies and skills in apprenticeship programs.

Some trainees need a face-lift – via a Cosmetology course.

Equally significant is the fact that in the delivery of services, the NMYC departs from the usual practice of concentrating resources on highly urbanized areas or regions. From 1978 to 1984, for instance, Regions V and VII graduated the largest numbers of trainees, with 93,888 and 83,111, respectively, while the National Capital Region ranked only fourth, with 70,477 graduates, and Region IV was seventh, with 58,305. Although a number of factors like differences in training needs, capabilities and resources among the regions obviously determine the levels of performance, this creditable track record nevertheless broadly indicates a constant and conscious effort on the part of the NMYC to hew closely to the manpower development plans and targets which best advance the attainment of regional as well as national goals. This performance also defines more or less the degree of success achieved by the NMYC in broadening and extending the reach of its services to the areas that require them.

These objectives and functions are assumed by the Regional Manpower Development Offices which have been established in each of the country's 13 regions.

The RMDOs are virtually autonomous offices vested with the responsibility and the powers to plan and implement the manpower development plans for their respective regions. In carrying out this responsibility, RMDOs perform varied services covering the broad field of manpower development. These offices undertake manpower studies and researches on manpower development in the regions and prepare short and medium-term manpower development plans for the regions. They conduct training programs either on their own or in collaboration with the local governments, other national government agencies, private companies and private organizations, as well as administer the NMYC's different manpower development programs, like the industry boards, the Training Incentive Scheme and the Training Contract Scheme. In addition, they conduct trade skills tests and certify the level of competence of workers and provide vocational guidance counselling for the youth and jobless adults.

From the making of the regional manpower development plan down to its execution, every RMDO is given a lot of elbow room to adopt the approaches, strategies and training programs which are best suited to the region. This general policy of regional autonomy and flexibility clearly manifests itself in the varied program thrusts developed for each region. Thus while certain trades and crafts, like automotive repair and sewing, are part of the training programs of all regions, other skills which are in demand in a particular area or region are also accorded appropriate emphasis. Courses on shellcraft in Region IX, and hunting in the mountainous regions and skills training of hospitality girls in Olongapo City are among the more unique, even esoteric, examples.

Such flexibility, moreover, has spurred the development of novel programs and schemes to accelerate manpower development in the regions. Region V, for instance, initiated the establishment of provincial manpower development offices to facilitate coordination among the different offices involved in manpower development and bring its services closer to its clientele. On the other hand, Region VI succeeded in establishing closer links not only with other government agencies but also with private organizations, like the Catholic Church. This close cooperative relationship has led to the establishment of more training centers in the region. And in Cebu, cooperation and enterprise in manpower development contributed to the development of the Mobile Training Van which simplifies the training process and reduces training cost by making it possible to hold training right in the barangay.

THERE'S MAGEC IN PASAR

NOWHERE IN the past has Region VIII been associated with technological development of any kind. But there were glad tidings in March 1981 with the establishment of the Philippine Associated Smelting and Refining Corporation (PASAR) in Isabela, Leyte. For PASAR is one of the 11 major industrial projects of the government.

Manpower development has ever been the prime concern of many modern industries, since this goes hand in hand with production. Although still a beginner in this field, PASAR intends to compete with other copper-producing countries and thereby build a springboard towards the recognition of our country in the industriai world.

The transfer of a sophisticated technology like the copper smelting and refining processes is highly dependent upon the thorough and competent background of trainees in the areas of Chemistry, Physics and Mathematics. And management can only come by quality workers through careful and selective recruitment, coupled with excellent training before exposing them to specific work situations at the plant. Training and performance, needless to say, are correlated.

PASAR's emergence gave new hope to the unemployed in the region. A corporation policy is the hiring and recruitment of residents with requisite qualifications in Leyte. PASAR, however, recognizes the lack of necessary skills available in the locality for employment and because of this has embarked on massive recruitment procedures in Isabel, Palompon, Leyte and Ormoc City. The same move has been extended to Tacloban City to give the residents of Leyte and Samar the opportunity to be trained and employed by the corporation. Having heard of the newly established Manpower Guidance and Employment Center (MAGEC) within NMYC Region VIII, PASAR immediately requested its services to facilitate its recruitment activities through Regional Director Jose D. Escartin.

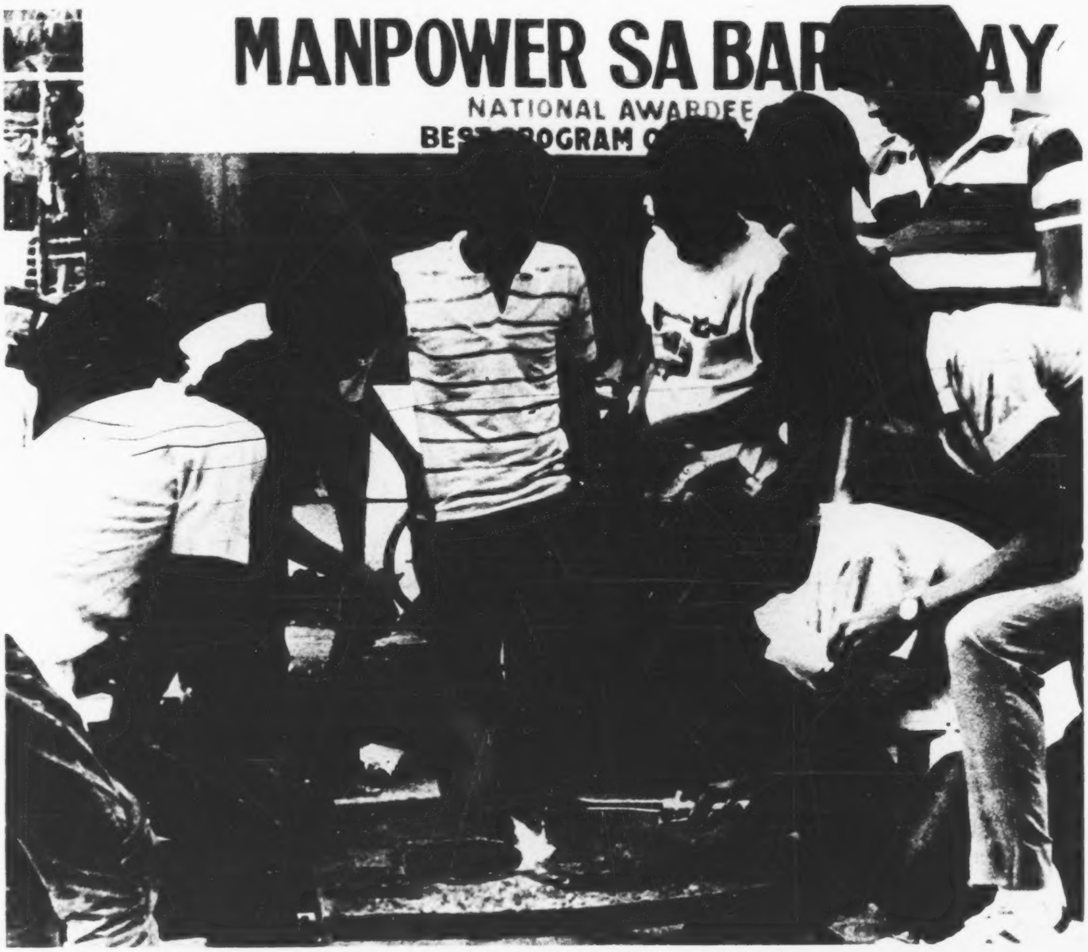
MAGEC aims to provide a machinery to match manpower supply and demand, and to assist both the labor market and the industry to "fit the right man to the right job." Its establishment was guided by the reason of cost minimization and the provision of labor market information. By minimizing the cost of job-hunting, the employed skilled workers could be induced to work instead of remaining idle through a mediator.

PASAR was indeed very fortunate to be among the first few companies to be served by MAGEC. Otherwise, the task of recruitment would have been burdensome and costly, considering the corporation's limited personnel and the distance between the prospective employer and points of recruitment. And PASAR just couldn't help but be impressed with that MAGEC touch.

With MAGEC steerage, information dissemination and announcement on PASAR's recruitment and job-openings were aired simultaneously over radio stations in the region to effect wider coverage. In addition, then and now, MAGEC maintains a ready pool of applicants classified according to work preferences, qualifications, experiences and training which employers can refer to. Client companies need only to communicate their manpower needs in seeking MAGEC services. Firms may also refer candidates for pre-employment testing at the center either on a case-to-case or group basis. In each case, the client company only has to furnish MAGEC with man specifications and job descriptions, which was what PASAR did in its several waves of recruits.

In 1981, for instance, MAGEC recruited a total of 700 trainees-applicants for clerical, maintenance, supervisory and similar positions who were then referred to PASAR for further screening, physical examination and eventually for either training or employment. In September 1982, a total of 1,070 skilled workers and professionals were referred to PASAR for employment. And just recently, some 511 applicants were recruited by MAGEC for training and plant operator positions.

NMYC and PASAR are truly partners in the task of human resource development in the region. Aside from recruitment assistance, PASAR has been twice the recipient of training contracts under the NMYC-World Bank Vocational Training Project which subsidized 2 batches of skills-training programs for non-skilled operators. In gratitude, PASAR sponsored the printing of some Occupational Information Series (OIS) of MAGEC.



HAVE VAN, WILL SERVICE

THE NMYC'S Mobile Training Van in Region VII is a practical and wise approach to the region's countryside manpower development. Practical in the sense that it is an answer to the cry of those who have less in life but are eager to augment what little knowledge or skills they have acquired from experience or from the little schooling they had. Wise, as well, because it maximizes the use of the meager resources of our government in servicing some remote areas of the province which are beyond the reach of the Regional Manpower Training Center.

The mobile training van was brought to our barangay a year or so ago. I am quite pleased to know that some of the graduates have been able to use the skills they have acquired from the training by finding employment or by putting up their own repair shops.

The NMYC's Mobile Training Van under its Manpower Sa Barangay Program is a joint undertaking of the national government, through the NMYC, civic organizations and the local governments which pool their resources together to conduct courses on welding, oxy-acetylene cutting, electronics and electricity, etc. The MSB Mobile Van servicing Metro Cebu barangays is a project of the city government, the Rotary Club of Cebu and NMYC Region VII.

At the barangay level where most of the clientele of the program live, the NMYC provides the instructor and the equipment, while the civic clubs and organizations provide training supplies and materials. The local government on the barangay level makes available the training venue, recruits the participants and sometimes provides additional training materials.

The mobile training unit is equipped with complete facilities for the conduct of courses on electric-arc welding, oxy-acetylene welding, plumbing, pipefitting, carpentry, and electronics. It services the Metro Cebu Area, covering one barangay after the other.

It is a relatively inexpensive training outfit since it does not need a building for instructional purposes. All training activities are conducted in the barangay so that trainees need not spend any amount for transportation.

An investment of ₱103 in training utilizing the Mobile Van will generate benefits worth ₱1,000.00. Because of the economic benefits derived from it, the project has drawn the support not only of local governments but also of other agencies and civic organizations.

The kind of strong partnership that has developed among these organizations was put to a test when NMYC's budget for operations was reduced last year because of budgetary cuts imposed by the national government. Instead of simply stopping the operation of the mobile unit, the NMYC sought the assistance of various civic organizations and agencies. The Integrated National Police of Cebu City, the Ministry of Social Services and Development and the Jaycees took the responsibility of underwriting the cost of supplies and materials like welding electrodes, oxygen, acetylene, radio and electronics parts, soldering wire, and many others. In this way, the training van was able to carry on its services in several barangays.

The constituents of Barangay Tisa and all the other barangays served by the mobile van are thankful for the service given to them. They are hoping that sometime in the future training can be conducted in our barangay on other trades and skills.

— Reil Ylaya

Most of the actual training conducted by the NMYC takes place in the Regional Manpower Training Centers located in strategic areas in the regions. As the principal training arm of the NMYC, the RMTCs are equipped with adequate facilities for various course offerings covering the entire field from basic skills training and upgrading up to supervisory level training. Todate, 10 training centers are being operated in the regions. These are in San Fernando, La Union; Mariveles, Bataan; Guiguinto, Bulacan; Batangas City; Pili, Camarines Sur; Talisay, Negros Occidental; Cebu City; Davao City; Iligan City and Taguig, Metro Manila. To be opened are those in Cagayan de Oro City and Iloilo, while construction of the new centers in Tacloban City and Tuguegarao will be started.

To further strengthen regional training capabilities, the RMDOs have launched a sustained campaign to involve local governments, social, civic and religious organizations in manpower development. The principal target of this campaign, however, is the business sector which is the primary employer of skilled manpower. Industry boards, trade associations and small-scale business training pools are being organized to enable small enterprises to upgrade the skills of their workers. More importantly, attractive incentives for training are being made available to business and industry with the nationwide implementation of the Training Incentive Scheme and the Training Contract Scheme.

The response to these incentive schemes has been encouraging. Just last year, the RMDO in the National Capital Region reported gross contributions from private sources amounting to more than ₱6 million paid in cash or in terms of services and depreciation of tools and equipment utilized in training. To a lesser extent, this was replicated in the various regions

In providing vocational guidance to the youth, the RMDOs are tapping the services of private individuals and institutions in conducting seminars and symposia. Public and private media are similarly utilized to inculcate the right values and attitudes towards work and work opportunities.

With the help and support of other agencies of government and the private sector, the RMDOs are fast becoming the brain and nerve center of manpower development in the regions. It is the role they were assigned to play, and based from their accomplishments they continue proving they are equal to it.

SETTING AN EXAMPLE WITH LCMAC

THE GOVERNMENT thrust towards economic self-reliance in the '80s and the decades to come may be said to have been visibly fulfilled via manpower development efforts, particularly on the local level. A case in point in Bicol was the creation of the Legazpi City Manpower Advisory Committee (LCMAC) in 1983.

LCMAC paved the way for the integration of local efforts towards achieving manpower development goals in the area. Presently, the body is composed of 7 members representing key sectors in the city, namely: local government, youth sector, education and manpower sector, civic organization, private industry and barangay.

The Committee has demonstrated just how far local manpower development can succeed if the private sector is tapped in policy formulation and program implementation. The multi-sectoral body's maiden year was certainly auspicious. It conducted skills-training courses for the city's out-of-school youths, came out with a Manpower Requirement Survey and a Skills Directory, was responsibile for an Ordinance implementing PD 1572 (a decree mandating accreditation of Service Shops prior to their operation), as well as a proposal for the construction of a training center in Legazpi, and an adopted resolution urging local contractors to employ LCMAC graduates.

The skills-training graduates in Welding and Building Wiring were referred to the industry sector for employment. As for the survey, it identified private-firm beneficiaries for the NMYC-WB Vocational Training Project. The firms now avail of the government's subsidy in upgrading the skills and productivity of their work force. On the other hand, the ordinance, Sangguniang Bayan Resolution No. 71-83 (M212), requires Legazpi City shop workers to undergo trade tests as prerequisites for the issuance of work permits. First of its kind in the city, the Skills Directory is an information guide to industry leaders interested in identifying the number and type of skills available in the locality.

A training center for the city has also been proposed by the Committee, the construction of which is scheduled in 1985. The Council's role both as a policy-making body and an implementing arm in human resource development assures manpower programs of unflagging support from both the public and private entities/institutions in the city. With LCMAC setting the example, other cities/ municipalities are expected to adopt the advisory group strategy.

Reports from the Field

A compilation of Accomplishment Reports for CY 1984 filed by the Regional Manpower Development Offices.

Region I

A banner year was 1984 for NMYC in the Ilocos. Goals and objectives under training and non-training activities were achieved primarily because of the following reasons: continued assistance of local government entities, government agencies, and the private sector; provincialization scheme of the office; committed regional staff; and the support of the NMYC leadership.

The following are the highlights in the operation of the regional office:

1. Training programs were geared towards production and other related skills for these answer the manpower needs of cottage industries and industrial firms.

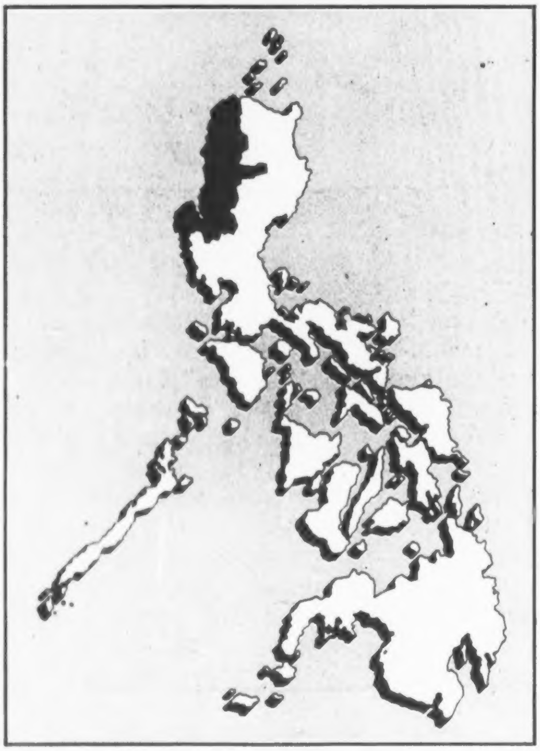
2. The private sector's participation in regional human resources development was broadened and intensified as can be observed in Training Contract Scheme availment and in-plant training programs conducted.

3. The office established a regional industry board for the hotel and restaurant industry. It is at the moment firming up the creation of a regional mining industry board.

4. The integration of manpower guidance services in all skills training activities – career information, client assessment, training induction, training motivation, job motivation, etc.

5. Two (2) Municipal Careers Development Projects (MCDP) in Balungao, Pangasinan, and Luna, La Union were established for a broader and more effective development of the youth.

6. The involvement of local government units and other cooperators in training program development and implementation, which includes higher funding assistance from counterparts were intensified.



7. The attitude component in skills training at RMTC San Fernando has been integrated after being tested in basic electronics, machine shop, plumbing and refrigeration and airconditioning courses.

8. The manpower research and planning were reoriented to satisfy the needs of municipalities and companies in their manpower development activities.

Specifically, the following were the accomplishments of the Office along with its different major activities.

Manpower Research and Planning

1. Two (2) manpower plans were formulated: the municipal manpower plan of Balaoan, La Union and the company manpower plan of Abra Electric Cooperative. These plans will orchestrate manpower planning at the lowest level, and serve as guide in the planning, acquisition, development and utilization of manpower in both areas.

2. A research on the manpower and training needs requirement of the printing industry was undertaken with the view of serving as baseline data for programs in the industry.

3. A feasibility study on azolla production was undertaken. The use of azolla will decrease the volume of imported inorganic fertilizers, thereby decreasing the balance of payments problem.

4. A project document for the establishment of the San Nicolas Manpower and Exchange Center was developed in coordination with the Office of Manpower Planning and Development.

5. Conducted studies on the profile of 1983 RMTC trainees.

Manpower Planning

1. The office attained its training target of 10,000 graduates for the year. For CY 1984, there were a total of 11,615 graduates of which 9,951 were trained in off-center training activities, 1,487 in the RMTC and 509 under the Training Contract Scheme. At the end of the year, 151 people were still undergoing training.

2. The office also conducted skills upgrading courses at the RMTC on refrigeration and airconditioning, automotive mechanics, industrial electricity, repair and maintenance of office equipment, plumbing, silk-screen processing, photographic printing and cottage craftsmanship.

3. Conducted pilot testing in plumbing.

4. Undertook a massive skills-training program in Ilocos Norte in coordination with local government units and the Kabataang Barangay in order to meet industrial manpower needs of the province.

Regional Manpower Training Center (Other Activities)

1. Conducted Seminar on Silkscreen processing and Photographic Printing for 30 Non-formal education coordinators of the Ministry of Education, Culture and Sports.

2. Conducted trainors training for RMTC instructors on attitude components of skills training in preparation for the formal integration of attitude components in training at the Center.

3. Conducted skills upgrading course for cottage craftsmanship in cooperation with

Cottage craftsmanship on the upgrade.

UNIDO, NACIDA-RCITC.

4. Introduced new procedures to improve the recruitment and selection of trainees.

5. Put up additional workshops for silk-screen printing and wood lamination, and high-speed sewing machine operation using some portions of the automotive area workshop.

6. Converted a portion of the automotive section into a 10-bed-capacity guest room. The main gate of the NMYC-RMTC Complex was also refurbished.

7. The perimeter fencing of the RMTC was extended.

8. The first Alumni Homecoming of RMTC I graduates from 1978 to 1984 was held in May 7 this year. The affair aimed to rekindle the camaraderie established among the trainees, and allow the gainfully employed graduates to share work experiences.

Manpower Guidance

1. Establishment of the Municipal Career Development Project in Balungao, Pangasinan and Luna, La Union. Municipal action plans were formulated and are being implemented by career development agents in coordination with municipal leaders and government agencies, with the NMYC closely monitoring these activities.

2. The attitude component in skills training at the RMTC was integrated in four (4) areas: basic electronics, machine shop, plumbing and refrigeration and airconditioning. Observed was a positive change in the attitudes of the trainees.

3. Tie-up with the Office of Media Affairs was further strengthened through career information and motivation campaign in the print and broadcast media. Output: various career and motivational materials like periodikit, jingles, testimonials, mini-dramas, and several occupation information series distributed in the different barangays and radio stations.

4. A Learning Resource Center was established to provide opportunities for intellectual growth to RMTC trainees. The trainees can read and borrow technical books, magazines, newspapers, learning elements, modules and other career materials for reading and learning purposes.

5. Manpower guidance was integrated in the Training Contract Scheme. Career assessment as well as career planning were given to trainee-workers.

6. A Manpower Advisory Committee (MAC) was created with Baguio as pilot area to serve as an advisory body for manpower and youth affairs in the city. Composed of community leaders whose regular activities largely contribute to manpower development in the city, the Baguio City MAC is an attempt to institutionalize manpower development efforts at the local level, utilizing the expertise of local leaders with varied educational and occupational backgrounds and experiences.

7. The placement function of the agency was bolstered with the continued working rapport with the MOLE where the names of all industrial skills graduates were forwarded for assistance.

Trade Testing and Certification

1. There were 925 RMTC graduates tested in various skills; some 579 or 62.59 percent of these were certified.

2. A total of 185 workers were tested, of whom 79 were certified.

3. The intensification of trade testing in the region is being done with the assistance of the private sector.

Training Contract Scheme

1. Some 509 workers graduated from various courses offered under the Training Contract Scheme. This is 45.42 percent above target.

2. Some 10 firms/associations/industry boards availed themselves of this training assistance from the NMYC-World Bank Vocational Training Project.

3. A total of ₱547,406.72 was approved to carry out the implementation of twenty (20) different classes. Of this amount, ₱448, 159,54 corresponded to the NMYC's share and ₱99,247.18 represented the share of proponent firms.

Industry Board

The Regional Power Electricity, Water and Gas Industry Board conducted four different courses under its regular program and under the Training Contract Scheme, producing a total of 226 graduates. The board is also intensifying its campaign for additional membership to make the board truly representative of the power, electricity, water and gas industry. Primary targets are 22 other water districts in the region, plus the firms engaged in the distribution of gas.

Another industry board for the hotel and restaurant industry was created to rationalize manpower development in the region. The

A working apparatus for out-of-school youth in vocational training.

board graduated some 187 workers in various upgrading and supervisory development courses conducted during the year. There are plans to expand its membership by establishing local chapters in the provinces/cities, establish trade tests for all the occupations, prepare competency-based tests, continuously study manpower and training requirements of the industry, and prepare and complete training manuals of different hotel and restaurant industry courses.

Assistance From Cooperators

Some ₱574,863.45 were given by various local government units, firms, civic and religious organizations as counterpart funding to NMYC programs and projects. The amount is 27 percent of NMYC expenditures for the year. NMYC per capita cost for training is ₱183.26.

Disbursements

The office has disbursed for CY 1984 a total of ₱2,128,606.60 corresponding to 88.75 percent of its budget for the year. Personal services ate up ₱1,312,900.63 or 61.67 percent, while maintenance and other operating expenses amounted to ₱815,706.00 or 38.33 percent.

CY 1985 Thrusts

For CY 1985, NMYC in the Ilocos aims for the continuance of training/non-training programs and projects for unemployed adults, out-of-school youth, and workers from industry. Cooperators, most importantly, local governments and the private sector, shall again be tapped for their technical and financial assistance. The number of Manpower Advisory Committees shall be increased.

The Sariling Sikap Program shall be intensified in the provinces, cities and in the RMTC as a way of generating resources for manpower development activities. These will be an outreach agri-business projects, while skills upgrading and trainors training courses are opened at the RMTC.

With the private sector as the central partner in industrial skills training, the Training Contract Scheme, Batarisan in-plant training program, and the Tax Incentive Scheme shall therefore be fortified. Industry Boards in the mining, transportation, and construction industries shall be organized to supplement the operational boards in the region.

Increase in labor productivity will continue to be the main objective in private industry programs.

Manpower research and planning, along with manpower guidance, shall continue to support training activities. Manpower plans will give directions for HRD at the regional, provincial, municipal and company levels.

Region II

The Cagayan Valley Region, in spite of material constraints, scored significant gains for the period under review. Over and above everything else, this region was able to successfully implement the Director-General's belief in collective and participative management. Contrary opinions notwithstanding, the aforementioned style of management can work and be successfully implemented. Proof of this is the region's elevation from a modest performance during the preceding year to a rank of contention in the magic three slots. This is very significant in that, the criteria for RMDO performance require optimum coordination between and among the different production units, considering the constraints on manpower and finance which dictate how every peso for internal resource must be nursed and the allowance for waste held to the minimum.

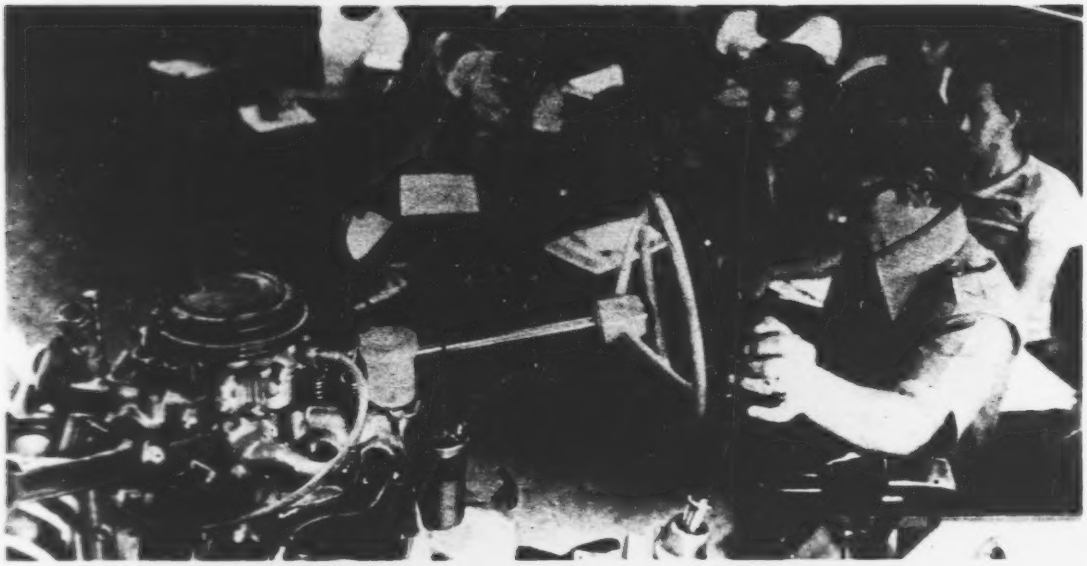
Staff development for this year received high priority with two (2) members of the staff going on foreign fellowships and a significant number attending local seminars. There was less concentration on formal training programs owing to the ever-increasing cost of sending personnel to attend them. As a result, more effort was geared towards basic organizational requirements like the ever-indispensable COMMITMENT, horizontal and vertical relationships, more open communications and a very liberal amount of participative management. These efforts were manifested through more and longer sit-ins to minimize diversity of perceptions and achieve better torque for the organizational machinery.

Sit-in sessions to minimize diversity of perceptions.

The effort in economy required the implementation of more decentralization on the discharge of functions. This is in the belief that a production unit's awareness of its limited resource would result to maximized use and the visibility of an open avenue for resourcefulness and external resourcing. Decentralization also, needless to say, results in the assurance that production units don't get paralyzed in the absence of key staff and officers.

On the whole, it is hoped that an institution had been born and is being nursed in the concept that resources don't amount to much unless the human resource is strong and capable.

Unless there is a measure to performance, achievement may not receive its due credit. And the norm for regional offices is made possible through the Best RMDO criteria. Getting ninth (9th) place in the preceding year, Region II initiated an output improve-



A remarkable training output at 13.87% for 1984.

ment and its total operational plan gave birth to SAGUPAAN '84. This new commitment led to these accomplishments of the staff:

1. Coordination with the Batong Buhay Gold Mines, Inc. in Kalinga-Apayao to build up skills capabilities for their workers and the surrounding communities.

2. Closer tie-ups with private firms which led to the formation of three (3) industrial skills associations (SEC-registered), and the listing of more graduates under the training contract scheme.

3. Establishment of more trade-testing venues with complete materials and equipment.

4. Fellowship grants for one Supervising MDO and a Manpower Development Officer in Paris, France and Toronto, Canada, respectively.

5. Establishment of the Learning Resource Center for the production of curriculum and training aids, learning elements and visual aids development by the new Regional Director.

6. The election of NMYC-RII's Administrative Officer as one of the Board of Directors for the Reg'l. Consultative Council on Personnel Management.

Training Activities

For the year 1984, RMDO-II had a remarkable increase of training output which is 13.87 percent over the target output of 10,000. The 11.387 total graduates represent the total output of the different courses under the training program classification, including training contracts.

I. Planning, Research, Evaluation & Program Development

The regional, office in its goal to give manpower planners and researchers the wider overview of the valleywide development and other phases contributory to the country's economic progress, has conducted and completed the following studies:

A. *Manpower Plans*

1. Tuguegarao Manpower Development Plan: 1985-1987

2. Sector-Specific Plan for Printing Industry: 1985-1987

3. Sectoral Plan for Manufacturing Industry: 1985-1987

4. Cauayan Manpower Development Plan: 1985-1987

5. Sectoral Plan on Agriculture: 1985-1987

6. Solano Manpower Development Plan: 1985-1987

7. Hotel & Restaurant Industry in Region II (Sectoral Plan)

B. *Institutional Researches*

1. Sector-Specific Survey: Printing Industry

2. Skills Output of Schools in Tuguegarao Offering Vocational/Technical Courses: An Assessment

3. Manpower Development Profile of Nueva Vizcaya

4. Manpower Needs and Training Requirements of Wood Furniture Industry in Isabela

5. Sector-Specific Survey in Hotel and Restaurant-Region II

6. Manpower Needs and Training Re-

quirements of Wood Furniture Industry in Nueva Vizcaya

7. Training Needs Analysis of Engineering Personnel in the Electric Cooperative in Region II

C. *Current-Issue Researches*

1. Manpower Requirements of Auto-Repair Shops in the Municipality of Tuguegarao
2. Manpower Requirements and Training Needs of Wood Furniture Industry in Cagayan
3. Skills Survey of the Sugar Industry in Cagayan
4. Placement Profile of Workers in Region II (1981-1983)
5. Skills Output of Selected Private Schools in the Growth Centers of Isabela Offering Vocational/Technical Courses, CY 1981-1983: An Assessment
6. Manpower Requirements of Auto-Repair Shops in Region II
7. Socio-Economic Profile of Kalinga-Apayao
8. Socio-Economic Profile of Cagayan

D. *Program Development*

1. Program on the Utilization of Waste Materials for the Production of Decorative Wallboards
2. Skills Training sa Barangay
3. A Feasibility Study on Developing a Bamboo Craft Cottage Industry in Pussian, Alcala
4. Masical Ipil-ipil Tree-Farming Project – A Feasibility Study
5. A Feasibility Study on Bagumbayan Meat Processing Association
6. A Feasibility Study on Samahang Kabuhayan ng Unlad Bayan Wood Furniture Craft in Tuguegarao, Cagayan

E. *Evaluation*

1. In-Center Training Programs (Term I-1984): An Evaluation
2. Mobile Training Programs in Nueva Vizcaya, 1982: An Evaluation
3. 1982 Mobile Training Programs in Cagayan: An Evaluation
4. 1982 Mobile Training Programs in Isabela: An Evaluation

The foregoing outputs of the Manpower Planning, Research and Evaluation Division placed the RMDO consistently in the top three planning regions of the Council.

Manpower Guidance Operations:

A. *Career Information for Mass Audiences*

Twelve (12) Occupational Information Series were developed, localized and reproduced for distribution to the different barangays regionwide. These materials were also distributed to strategic areas where the target clientele often visit, like the health centers, municipal town halls, barangay schools and civic/religious centers. Other career materials were consolidated and localized for the utilization of in-center and off-center trainees to keep them abreast with the recent developments in the world of training and work.

B. *Career Development Activities*

A total of 600 social intermediaries from special groups like the Anak-Bukid members (38); Batong Buhay Miners (31); Rural Improvement Club members (75); Foster Parents Plan International (35); Market vendors (84); Parent-Teachers Association (49); Tuguegarao Calesa Owners Association (40); Kapagayan Jaycees (36); Knights of Columbus members (30), Balikatan members (36); Probationers (38); Fishermen's Association (77); and Trainors (31) were convened to attend lectures and seminars on manpower development-related topics, particularly on career motivation and other areas which could help guide the youth.

C. *Work Motivation Sessions and Promotions*

Sessions in this undertaking covered 182 graduating in-school youths, 31 trainors, 2,620 OSYs and 823 social intermediaries. The sessions concentrated on lectures and discussions wherein promotion of blue-collar occupations and work attitudes building were emphasized.

Regular and special news items were broadcasted over seven radio stations, regionwide. Broadcast frequency: fortnightly or daily basis, depending upon the urgency of the news articles. Manpower guidance messages related to work and career motivation; jingles were also aired daily on metropolitan radio stations. Special live interviews were requested by station managers with the regional director who explained the current programs/projects of the regional office and future expansions expected in the coming years.

The establishment of manpower billboards, bulletin *sa munisipyo,* flashing of cine slides with motivational messages and the "one-horsepower vocational promotion" were continuously launched as inputs for motivational activities.

D. *Client Assessment*

For CY 1984, a total of 1,394 trainee-applicants were screened using the Power tests, Interest tests. Aptitude Tests were administered to the in-center and off-center trainees

Regional Manpower
Training Center
National Manpower and Youth Council
Office of the President
BEPZ, Mariveles, Bataan

A school away from school, a compass for the future.

for proper placement in the various trade areas.

E. *Counselling*

Three individual counselling models and group counselling techniques were developed and used by the counsellors for trainees encountering behavioral and environmental problems. Gradual changes and solutions were observed showing minimal drop-outs, absenteeism and lesser emotional imbalance. Constant follow-ups were done by the Guidance Staff to ensure successful pursuit of trainees in their chosen trade.

F. *Guidance Researches*

Six validity studies – Correlation on 3 Power tests (TNT, OLT, TLT) with the Performance Rating of trainees in Automotive Electricity, Building Wiring Installation, Consumer Electronics Mechanic, Lathe Machine Operation, Auto-Overhauling and Welding were completed.

Two guidance-related researches were conducted during the third and fourth quarters of 1984, entitled: "Reaction of RMTC-Region II Trainees on the Job Induction Program – Term III CY 1984," and "Career Decision Making of Graduating Students Taking Up Degree Courses in Private Schools of Tuguegarao."

Six Regional Norms of Power Tests in the different trade areas were established for screening trainee-applicants and to give interpretation to raw scores on the abovementioned tests.

G. *Special Projects*

Nine special guidance projects were launched by the Guidance Staff of the regional office to strengthen manpower development efforts, particularly in keeping the public aware of the importance of the aspects contributory to the nation's economic upliftment.

The projects launched were:

1. Institutionalized Career Week Programs
2. Pass-on-Readership Program
3. Manpower Bulletin sa Munisipyo
4. Construction of Motivational Billboards in Strategic Areas Regionwide
5. "Give Us 3-Minutes, and We'll Give You a Career"
6. "One-HorsePower Vocational Promotion"

7. “The Graduates”

8. Role Model – A Career Guidance Development Scheme for In-Center Trainees of Region II

9. NMYC-Region II Participation in the Cagayan Valley Federation and Housewares Procedure

H. *Placement and Monitoring*

A placement and monitoring model was developed by RMDO-II, reporting 64 trainee-graduates as beneficiaries to the scheme made. Favorable feedbacks on employment status were given to the regional office.

III. Involvement of Other Agencies

For CY 1984, RMDO-II received a total assistance of ₱316,937.40 in the form of imputed or actual cost from cooperating agencies, both from the private and government sectors. Some 84 new participating entities/firms joined the regional office in its human resource development efforts, regionwide.

IV. Training Contracts

The NMYC-World Bank Project through the Training Contract Scheme in Region II was successful in implementing training programs along the woodworks, electricity, metals and engineering and printing subsectors.

With thirteen (13) participating firms, regionwide, 18 courses were conducted with a total output of 234 graduates in the basic, upgrading and supervisory levels.

Associations Formed

The Tuguegarao Industrial Skills and Services Association with 34 member firms: the Tuao Woodcraft Association with 9 member firms in Cagayan and the Ilagan Industrial-Skills Association in Isabela with 15 member firms were organized during the year in review. These three associations were formed to assist the regional office in implementing manpower development schemes, specifically the training contracts, trade skills certification and other functions related to skills and services.

V. Industry Boards

Nineteen (19) employees from the Cagayan Electric Cooperative II, Aparri, Cagayan underwent the Basic Instructional Technique Course. This training program was conducted in coordination with the said firm to enhance the employees' capabilities in handling tasks relevant to the cooperative's day-to-day operations.

VI. Related Manpower Skills Development

– Trade Testing and Certification

A. *Graduates:*

TABLE 20

Trade Area	No. Tested	No. Certified
Automotive Mechanics	179	64
Bldg. Wiring Installation	165	59
Consumer Elect. Mechanic	121	6
Lathe Machine Operation	25	7
Welding	39	9
Proficiency Test		
Furniture & Cabinet Mkg.	51	24
Auto-Overhauling	58	20
Auto-Electricity	55	26
TOTAL	693	215

B. Workers:

Trade Area	No. Tested	No. Certified
Automotive Mechanics	231	75
Bldg. Wiring Inst.	114	26
Consumer Elect. Mech.	97	12
Lathe Machine Operation	37	5
Welding	43	3
Rural Barangay Elect.	7	4
Refrigeration & Aircon	5	3
Proficiency Tests:		
Furniture & Cabinet Mkg.	13	7
Finish Carpentry	10	4
General Mason	5	3
TOTAL	562	142

– Trade Test & Training Materials Development

A. *Competency-based tests developed:*

a) Flat Bed Letter Press
b) Furniture Finishing
c) Motorcycle Serviceman
d) Rattan Furniture Maker
e) 2nd Class Lineman

B. *Learning Elements Developed:*

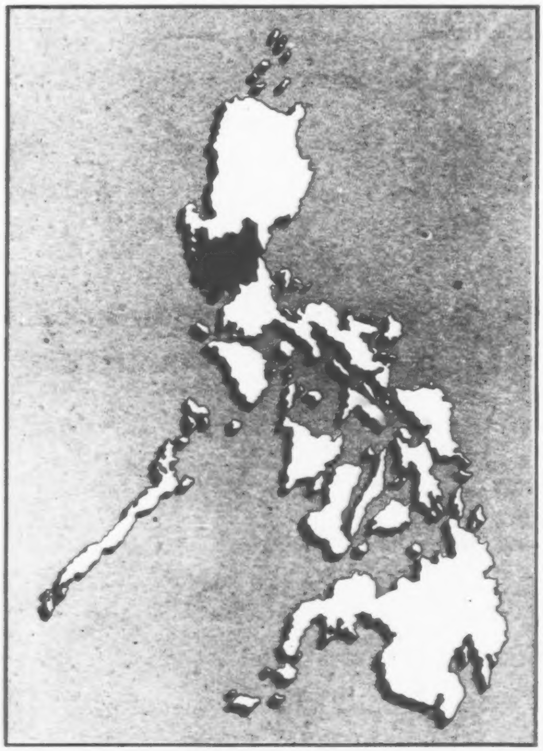
a) Removing/Installing Radiator
b) Checking & Tapping-up Coolant Level
c) Draining & Refilling Cooling System
d) Removing Car Air Filter
e) Reading Drawing for Welders
f) Testing a Hermetic Compressor Motor Assembly
g) Fire Fighting Equipment
h) Milling a Spur Gear (Indexing Method)
i) Spanners and Wrenches
j) Screw Drivers

Region III

The first half of the year 1984 was an all-out campaign in the promotion of training services of NMYC-III among the prospective partners in human resource development in the region. Intensive coordination efforts were undertaken with local governments, private entities, socio-civic and religious organizations for the implementation of skills-training programs.

At the onset of the third quarter, unprecedented changes came about with the assumption of a new leadership. Mobilization of NMYC-III technical staff was effected through dispersal to the different functional areas in the organization.

The provincial operation was strengthened in the six provinces of Central Luzon which made NMYC-III's efforts in the last two quarters more responsive and relevant to the regional needs and priorities. Training and non-training services were pursued vigorously throughout the region via off-center programs of the PMDOs and the two RMTCs for the in-center programs.



The second half of 1984 saw NMYC-III with productive employees who manifested the highest degree of integrity and dignity in the disposition of their duties and responsibilities.

Off-Center Training
Basic skills training programs were conducted in most municipalities all over the region. Local government, socio-civic and religious organizations supported and shared funding of skills training, reaching a total input amount of ₱327,159.27. A total of 7,937 out-of-school youths and unemployed adults graduated from the different industrial trade areas and soft courses like Welding, Automotive, Electronics/Electricity, Dressmaking, Tailoring and Cosmetology.

In-Center Training
The two RMTCs in the region offered a wide range of industrial courses specifically based on the particular skills requirements of the region's existing industries. A total of 3,242 trainees completed training in the various industrial trade areas.

To cope with the other industrial requirements of the region, RMTC Guiguinto launched and piloted special projects in Applied Computer Training, programs under the Training Contract Scheme and the Meycauayan Manpower Advisory Committee.

On the other hand, RMTC Mariveles continued its strong linkages with the firms at Bataan Export Processing Zone (BEPZ). The close partnership with the firms in the zone brought about employment opportunities to a greater number of RMTC graduates.

Its participation in the BEPZ Trade Fair in November and December magnified the training delivery system of NMYC-III in the region.

Industry-Oriented
In the NMYC's pursuit to solidify industry-oriented programs, greater emphasis was placed on developing and implementing the TCS, TIS and the organized industry board.

Training Contract Scheme
Aimed at enhancing and upgrading the skills of OSYs and the workers of industry for greater productivity, the NMYC in cooperation with the World Bank established and firmed up linkages with the private sector in the conduct of TCS along priority areas. NMYC-III offered Basic and Upgrading Courses benefitting a total of 356 OSYs and

workers sponsored by 16 private firms and RPEWGIB III.

The approved TCS programs in NMYC-III reached a total training cost of ₱424,169.41, 30 percent of which amounting to ₱127,250.32 was borne by the sponsoring entities, while 70 percent of which amounting to ₱296,918.58 was reimbursed to TCS proponents by the NMYC-WB.

Batarisan

The Batarisan Program for the year 1984 considerably stepped up its efforts in tapping the rich resources of private industry for manpower development. Several establishments in Region III with training capabilities and employment potential sponsored in-plant training, using its own resources and facilities. All over the region 155 companies turned out 1,701 graduates under this program.

RPEWGIB III in 1984 marked a significant accomplishment in soliciting the participation of 90 percent of the firms in Region III in the electric and water industry. This major industry group took the full responsibility for its manpower development requirements through sponsorship of TCS programs along their areas of concern. A total of 57 trainees graduated from the training programs sponsored by the industry board members in the basic, upgrading and supervisory training courses.

Trade Testing

A noteworthy rise in the number of applicants for trade testing in 1984 was registered. Post tests and competency-based tests were administered to all TCS projects in various industries of Region III. A stepped-up information drive about the program through the PMDOs resulted in the accommodation of 65 walk-in applicants for various trade tests with 58 or 89 percent passing said tests. Also, 394 RMTC trainee-graduates were given trade tests and competency-based tests with 265, or 67 percent of them passing the tests.

Organizational Development:

The last two quarters of 1984 brought NMYC-III with impressive accomplishments in terms of organizational structure. In six months time the establishment of a Common Fund, a Savings and Loan Association, a Mutual Aid and Death Benefit Fund, an Annual Employee Awards System and other subsidiary mechanisms responded forcefully to both the social and personal needs of NMYC-III personnel.

ONE
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IN
IMPROVING
PRODUCTIVITY
THROUGH
PEOPLE
DEVELOPMENT

AS
CO-CREATED
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ON

MANAGEMENT
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under the NMYC-World Bank
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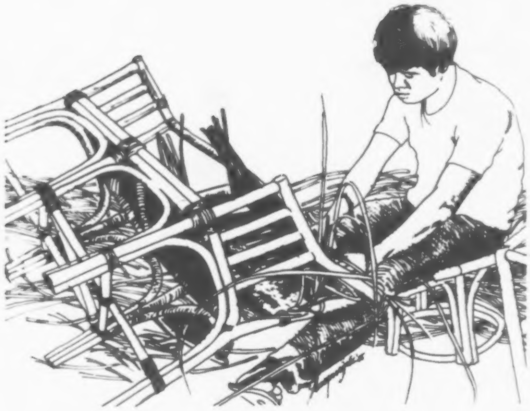


Research and Planning

In the area of planning, four (4) project proposals were completed within the year. Due attention was also given to the formulation and designing of evaluation instruments which serve as guiding tools in determining the effectiveness of certain programs and the quality of NMYC III graduates. A series of research studies were also conducted.

The salient activities pursued this year were:

Planning:

1. Formulation of the Meycauayan Municipal Manpower Plan-1984-1987.
2. Formulation of the NMYC III Corporate Plan – 1985-1989
3. Formulation of a checklist of pre-evaluation instrument.
4. Formulation of instrument for the evaluation of NMYC III graduates.

Project Development:

1. Skills sa Sariling Sikap – a project designed to inculcate soft trade skills through self-help.
2. Population Education – a project designed to integrate population education with the existing training projects of NMYC III.
3. Technical Writing and Manpower Planning Seminar/Workshop – intended to develop the technical writing and planning capabilities of PMDOs and other technical staff.
4. Manpower sa Barangay – a skills-training project for OSYs and unemployed adults in Hagonoy, Bulacan.

Prospects and Plans for 1985:

NMYC III shall continue to adopt a systematic approach to training and create a working environment in which the individual development of all personnel can take place.

Through enhanced linkages with various entities, it hopes to achieve better respectability in terms of human resource development.

Among its major plans/policies for 1985, with the 1985-89 Corporate Plan as guide, are the following:

1. Conversion of RMTC Mariveles into a Regional Trainors Training Center (RMTC).
2. Enhancement of the six provincial manpower development offices to further improve its services to the rural populace.
3. Expanded trade testing and accreditation programs.
4. Quality basic and upgrading skills training programs.
5. Researches, studies and evaluation shall be conducted along areas which will support programs/projects development and manpower planning.
6. A more cohesive and comprehensive manpower guidance program.

Staff Development Program

In support of the NMYC's goal of upgrading and enhancing its personnel capabilities, NMYC III developed and implemented training programs for the staff's professional growth and development. Local and foreign fellowships were granted to deserving personnel under the Staff Development Program. For this year two (2) NMYC III personnel were given fellowships abroad; while 20 courses were designed and conducted locally, benefitting 50 percent of the office personnel.

Manpower Guidance Services

NMYC III rendered massive guidance services to all its training clientele in support of the region's training efforts.

Power Tests and the Picture Interest Tests were given to a total of 5,608 trainees. Career and motivation sessions were conducted for trainees and social intermediaries reaching more than a total of 4,500 clientele. Career information services in the form of OIS, miniposters, career manual and other information materials was extended to mass audiences. To widen career awareness and promote wise career choice among the youth and students, the print and broadcast media were utilized. A total of 72 press releases were published in the national and local dailies while the weekly radio programs have been maintained to air motivation message, success stories and other broadcast materials. A total of 8 local radio stations were tapped.

National Capital Region

The year 1984 was marked by tremendous challenges to the capabilities of the National Manpower and Youth Council in the National Capital Region resulting from the continuous and increasing demand for more and better services against a backdrop of operational constraints brought about by the economic crisis. The regional office, however, bravely moved forward, relying mainly on the ingenuity and resourcefulness of its staff who believe that a crisis is a challenge to man's creativity and an opportunity for self-improvement and growth. Meeting these challenges required the optimum use of our limited resources and coordinating efforts to implement the strategies that would allow the office to overcome problems and get the best results.

The net effect of all these efforts was an overall performance record that puts the NMYC-NCR in a position to contend seriously for the Best Regional Manpower Development office Award for 1984. In brief, the past year was highlighted by the following major accomplishments:

o The successful hosting of the Youth Skills Olympics '84, which was designed as a prelude to the ASEAN Youth Skills Olympics in 1985. The event demonstrated not only the capability of the regional office to hold a competition of this kind, it also served as a measure of the superior training being done by the NMYC, particularly the Regional Manpower Training Center in Taguig. The NMYC trainees romped off with four of the seven gold medals at stake, and came in second in two other trade areas.

o NMYC-NCR surpassed by 52 percent the training target of 10,000 graduates when it successfully trained 15,209 workers.

o A total of 82 firms and institutions participated in the implementation of manpower development activities conducted by the NMYC. In addition, these firms and institutions contributed more than P6.3 million for manpower development.

o The Malabon Manpower Development Center was completed at a total cost of ₱280,000 and equipped with supplies, materials and other facilities worth ₱250,000. The center will start operations in 1985.

o The regional office facilitated the availment by 57 firms of the Training Contract Scheme under which 1,853 workers were trained. At the same time 22 companies were covered by the Training Incentive Scheme with 149 applications recommended for approval.

o In planning and research, the office produced or helped to produce 4 local manpower development plans, 4 sector-specific plans, 11 manpower research studies, several issue-oriented researches, among other researches and studies

All these were in addition to other services and functions performed in relation to manpower guidance and counselling, planning, training and development as well as skills testing and certification and client assessment services. A more detailed summary of the accomplishments of the various operating units of NMYC-NCR classified according to program or activity are as follows:

Regional Manpower Training Center – Taguig
NMYC Order No. 24 dated January 14, 1983 transferred the responsibility for conducting Basic Skills training courses for out-of-school youths and unemployed adults in the Natio-

nal Capital Region from the Training Division of the Office of Manpower Skills Development to the NMYC-National Capital Region. A subsequent Council order gave the regional offices the functions of conducting Trade Testing and Certification. By virtue of these orders, training and trade testing became two of the major concerns of the Regional Manpower Training Center in Taguig.

A total of 1,845 trainees graduated from the RMTC in 1984. Out of this number, 324 completed the course on Electronics, 319 Electricity, 308 on Automotive Mechanics, and 289 on Industrial Sewing Machine Operation – all together accounting for fully 68 percent of total graduates. The rest were in Plumbing, Welding, Building Construction, Refrigeration and Airconditioning, Food Service Operations and Machine Shop Operation.

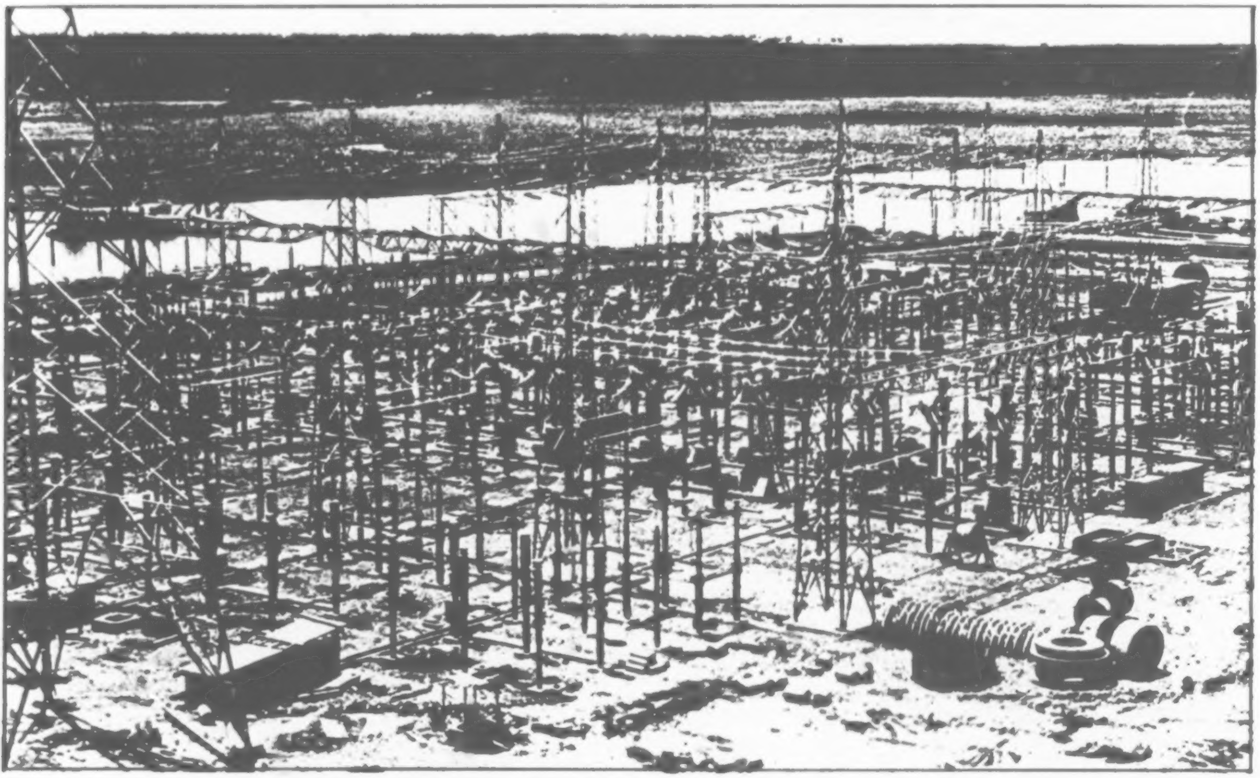
Another class in Food Service Operations was still being conducted at the end of the year. But courses on Pipefitting, Sheet Metal Working and Diesel Engine Mechanics had to be suspended during the year for lack of facilities and instructors.

In trade testing and certification, 1,282 RMTC graduates out of 2,508 made the grade for a batting average of 53.57 percent. In comparison, only 78 out of 225 or 34 percent of walk-in examinees passed the tests. Among those who failed, a considerable number of RMTC graduates could not pass in either of the two phases, the Related Knowledge Phase and the Skills Phase, while most non-RMTC graduates failed in both.

Also during the year, the Trade Testing Unit tested a total of 3,236 NCR graduates from the RMTC, the LMYC Outreach Centers and private industries covered by the Training Contract Scheme. Exactly 1,408 passed for a 43.5 passing percentage. In terms of trade areas, the highest passing percentage were registered in Industrial Electricity at 100 percent (6 out of 6), Automotive Mechanics at 57.27 percent (378 out of 660), and Plumbing at 53.58 percent (142 out of 265). (See Table I) The poorest performers were graduates in Electric Arc Welding where only 19.5 percent (31 out of 159) passed the tests in Refrigeration and Airconditioning with 22.49 percent (83 out of 369).

Program Implementation Division

As of the end of the year 1984, the NCR was able to graduate a total of 15,209 trainees in its different training programs, including the Training Contract Scheme (TCS) and Training Incentive Scheme (TIS). Basic skills training programs produced 7,295 graduates and Batarisan programs 2,467. This combined output



In the Trade-Testing Unit, the highest was registered in industrial electricity at 100%.

TABLE 21

A. BREAKDOWN OF TRAINING PROGRAM/OUTPUT/QUARTER
CY 1984

	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	Total	Share
I. Batarisan	903	595	581	388	2467	16.22%
II. BSTP/LMYCs	1379	2057	1604	2255	7295	47.97%
III. Civil Organization LPL, New Jersey, Quezon City	73	78	–	146	297	1.95%
IV. Training Contract Scheme	–	428	493	662	1583	10.00%
V. Training Incentive Scheme	442	420	492	367	1721	11.32%
VI. Regional Manpower Training Center	293	437	594	522	1846	12.14%
Total	3090	4015	3764	4340	15209	100.00

exceeded by 52.09 percent the over-all target of 10,000 graduates for the year.

Also in 1984, 82 firms, companies and institutions from the private and public sectors in Metro Manila participated in the implementation of NMYC programs and projects. Financial contributions for manpower development made by these establishments reached an estimated ₱6,305,243. This amount includes honoraria for instructors/trainors, allowances of trainees, salaries of training staff, depreciation cost of tools and equipment, rentals for training facilities and venues, cost of training supplies and materials, snacks and uniforms.

The leading contributors from the private sector were the Philippine Refining Company which gave ₱525,000; the Manila Midtown Hotel with ₱422,379, the Hotel Enterprises of the Philippines, Inc with ₱336,324; the Manila Hilton with ₱278,278; and Semi-Conductor Devices Philippines with ₱253,053. In the public sector the biggest contributions were given by the Manila Manpower Development Center at ₱1,054,669, Mandaluyong Manpower Development Center at ₱407,320, Makati Polytechnic Community College at ₱201,600, LMYC Taguig at ₱100,000, and the Las Piñas Municipal government at ₱77,500.

Training Incentive Scheme

During the year, the NCR processed and recommended for approval a total of 149 applications submitted by 22 companies in the region for inclusion in the Training Incentive Scheme. Approved programs totalled 246, and a corresponding number of Post-Training Reports were evaluated prior to the issuance of Certificates of Eligibility.

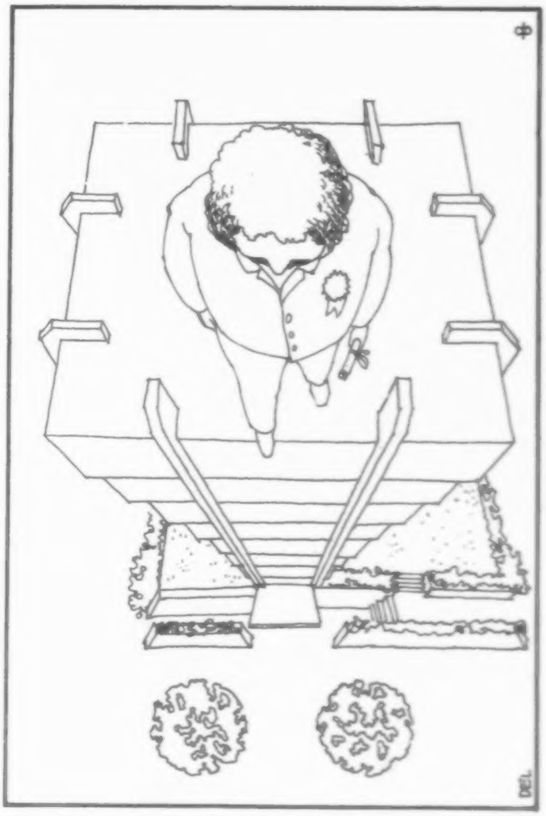
All in all, 395 applications and Post-Training Reports were processed, a 124-percent increase over the 1983 output of 100 proposals processed and submitted for approval and 61 programs and 15 Post-Training Reports approved.

Among the 22 corporations which applied for TIS coverage, the most number of applications were filed by Atlantic Gulf and Pacific Co., Inc. with a total of 161 programs, the San Miguel Corporation with 91 courses submitted for approval, and the Philippine National Oil Company with 27 programs.

Training Contract Scheme

There was a marked increase in the private sector's participation in the NMYC-WB Vocational Training Project, the Training Contract Scheme. The scheme which took effect in 1982 was instrumental in strengthening the NCR's training capabilities with the full participation of the private sector. Under this program, workers trained registered a figure 53 percent higher than the 1,000 target set for the year.

A total of 59 contracts were signed with the private sector at an average of one course per contract. Graduates in supervisory development courses represented 13.83 percent of the total with 219. Industrial Sewing Machine Operation Courses had 175 graduates; Basic Building Construction, 90; Electric Welding, 61 graduates; and Operations and Maintenance of Shipping Equipment, 60 graduates.



Among the 13 priority areas, Electronics (Semi-conductor) ranked first with 324 graduates or 20.47 percent, followed by Metals and Engineering with 15.60 percent and Garments with 11.05 percent. In terms of levels of training, Basic Skills Training accounted for 67.85 percent of the total. Post Test, Competency-Based Test and Trade Test results showed a 90.33 percent passing average for the whole year by graduates of this program.

Planning, Research and Program Development Division

A total of four local manpower development plans were formulated during the year. These were:

1. *Valenzuela Manpower Development Plan, 1984-1988.* The plan was formulated in coordination with the local government of Valenzuela, through its Development Planning Office, as well as other agencies and institutions in the municipality, specifically, the Valenzuela Municipal High School, the Association of Barangay Captains, local officers of the Kabataang Barangay, the Ministry of Local Governments, the Ministry of Social Services and Development and the Kilusang Kabuhayan at Kaunlaran. The Plan was conceived to determine the employment situation in the locality and possible opportunities for additional employment and to identify appropriate manpower programs for the locality. The Plan emphasizes the need to accelerate the creation of productive and gainful employment in the local economy and enhance further the employability of its people.

2. *Pateros Manpower Development Plan, 1984-88.* The Plan was formulated in coordination with the local government of Pateros, through the Office of the Mayor, and other agencies represented in the municipality like the MLGCD, MSSD, MECS, BAEX, Association of Barangay Captains, KB and KKK. The plan identified the magnitude and scale of training needs for the next five years. It calls for the integration and coordination of efforts and resources of various agencies working for the socio-economic upliftment of the people of Pateros. The recommended training thrust focuses on soft trades and the skills need of small-and medium-scale or cottage industries.

3. *Makati Manpower Development Plan, 1984-87.* The plan was formulated in coordination with the local government of Makati through its Project Development Office and representatives of the Makati Youth Development Foundation, Makati Polytechnic Community College, MSSD and MECS. The plan identifies viable manpower development programs for the municipality and employment opportunities which would be available in the locality within the next four years. It emphasizes the need to enhance the opportunities for productive and gainful employment.

4. *San Juan Manpower Development Plan, 1984-87.* The plan was formulated in coordination with the local government of San Juan through the Office of the Mayor and the representatives of agencies like MLGCD, MSSD, MECS, Association of Barangay Captains, Municipal Health Office and KKK. The plan projects the training requirements for the next four years and calls for the integration of training efforts of the various agencies involved in the socio-economic development of San Juan.

Sector-Specific Manpower Plans

A total of four sector-specific plans were formulated during the year for power, electricity, water and gas, footwear and leathergoods, printing and garments and textiles. Each of these plans presents a broad scenario of the environment in which the sector operates and forecasts the growth trends of the labor force and investment levels. It considers the potentials for future growth and expansion of the sector and identifies the problems confronting it. Strategies to overcome such problems are recommended. To meet foreseen manpower requirements, specific priority programs and projects are proposed. A listing of the firms in the sector was also made.

Research
Three separate studies under current issue-oriented research were made during the year. The first was a "Labor Absorption Study of Pasig Manpower Training Center Graduates." This study was conducted in the first quarter of 1984. A total of 400 survey questionnaires were sent out but only 70 respondents mailed back accomplished questionnaires. Nevertheless, an analysis was made based on the available responses. The second project was a "Labor Absorption Study of NMYC-NCR's BSTP Graduates in Pateros and Relatedness of Jobs to Skills Training Attended." This study was primarily undertaken to determine the labor absorption rate of the NMYC-NCR's 1981-82 Basic Skills Training Program graduates in Pateros and the relatedness of jobs to skills acquired. Data were gathered through interviews and questionnaires sent out to former trainees. Out of the 146 BSTP graduates from Pateros, 20 percent or 29 graduates responded. A third study resulted in the drawing up of a 'List of Critical Skills." This study was undertaken to identify various critical skills or skills that are in high demand in the region. The study will serve as basis in the formulation of future manpower training programs for the region.

In addition to these completed studies, two project proposals were submitted for approval. One is a "Labor Absorption Study of NMYC-NCR Basic Skills Training Graduates," the other is a "List of Critical Skills." These proposals set forth the objectives of the study, the research methodology and the approaches to be used in the analyses of secondary data gathered. It likewise included the proposed budget allocations, project schedules and project staff.

Institutional Research
Institutional researches undertaken by the PRPDD can be classified under two categories: labor demand analysis and studies on the structures of industries and sectors. Completed during the year were labor demand analyses of the footwear and leathergoods, the printing, the garments and textiles and the electronics industries. These studies were aimed at determining the levels of employment, skills available and employed and wage levels in these industries. Critical skills were also identified and manpower demand was projected for each industry. From these, viable training programs were proposed with the end in view of providing the manpower requirements of each industry. A corollary activity was the preparation of studies on the performance and projects of these industries which sought to identify the problems they face and the strategies to be taken to overcome them.

At the same time, extensive studies were done on the industrial structures of business establishments in the printing, electronics and garments and textile industries. These studies considered the products or services rendered by each industry, the organizational structure, production capacities, labor turn-over and geographical distribution of establishments and other relevant data which influence labor absorption. These studies become the basis for identifying possible manpower development activities to be conducted by the NMYC and other concerned agencies and institutions.

Program Development

1. *Agro-Mechanics Training Program.* An Agro-Mechanics Training Program was formulated in recognition of the need to develop training capability in this area. The objectives of the program are defined and the mechanics of implementation are outlined. Priority training courses and their respective course syllabi are incorporated in the proposal.
2. *International Cook Training Program.* This program was developed in response to the felt need for Filipino executive chefs in the various hotels and restaurants in the country. It proposes to tap the help of five-star hotels in the form of technical assistance, facilities, meals and other benefits to be extended to trainees.
3. *Entrepreneurship Skills Development Program for NMYC-NCR Graduates.* To optimize the utilization of skills acquired by NMYC-NCR graduates, an entrepreneurship skills development program was developed. This program is designed to provide NMYC-NCR graduates who are unable to land jobs with the alternative of going into self-employment.

For blue-collar work and workers, a mass media promotion.

4. *Trainors' Training Program for Hotel and Restaurant Workers in NCR.* This was developed to answer the need for effective trainors in the hotel and restaurant trades in the region. Background information on the regional economy and the growth potential of the hotel and restaurant sector are provided and the mechanics of implementation, including a strategy to secure the assistance of selected five-star hotels in the region are identified in the program.

5. *Skills-Upgrading Program for Sewers and Patternmakers.* A skills-upgrading program was developed for sewers and patternmakers to strengthen the ailing garment industry. This training program shall be initiated by the Quezon City government with NMYC-NCR providing technical assistance.

Impact Evaluation of Training Program

An evaluation of 1982 Batarisan trainors was made to look into the qualifications of trainors including their educational attainment, position in the company, status of employment and training seminars attended. The study assessed the training methodologies and techniques adopted by the instructors in the conduct of the 1982 Batarisan Programs. Problems encountered by the instructors and their corresponding recommendations were incorporated in the study. Policy recommendations for the improvement of the program were also offered in the study.

Other impact evaluation studies were made on the 1981-82 BSTP graduates from Pateros and Pasig. The response, however, was rather slow with only 29 out of 146 BSTP graduates from Pateros and 70 out of some 400 graduates from Pasig answering the questionnaires.

Industry Boards

The Power, Electricity, Water and Gas Industry Board Foundation, Inc. produced a total of 152 graduates from the 8 courses offered in 1984.

To expand its membership, invitations were sent to Caltex Philippines and Shell Co. to become members of NPEWGIBFI. These companies have not, however, formally signified their intention to become members of the NPEWGIBFI.

Manpower Guidance Division

The development and dissemination of career information materials for mass audiences were some of the major accomplishments of the Manpower Guidance Division in 1984. Information on career development as well as services and programs offered by the RMTC were made available to the public through the preparation and distribution of 23 occupational information series and 22 non-OIS materials. Five software tapes and two modules for work motivation were also developed.

Also in 1984, 325 lecture sessions were held for 15,437 trainees, out-of-school youth and unemployed adults. Parents, teachers, media personalities, civic and religious leaders and guidance counselors were involved in these activities. In all of these sessions, NMYC objectives were explained, while other information about NCR's training programs was discussed.

To enhance popular awareness, interest and appreciation of blue-collar work and workers, the NCR made use of the mass media to promote the programs of the NMYC and publicize its significant activities. A total of 29,595 NMYC-NCR announcements and plugs were aired by 28 different radio stations and 71 news items were published by eight different publications in Metro Manila.

Client Assessment

The number of trainees tested was 11,930, of whom 10,739 were applicants for basic skills training and 1,191 for the Batarisan program. Four tests were given to measure individual aptitudes for particular courses. Testing services reached an average of 96.02 percent, 11.02 percent higher than the target output for the year.

All the trainees and non-qualifiers were given counselling services through the use of the following models: Counselling Model Development, Behavior Technique, Assertiveness Training, Rational Emotive Therapy and Memory Problem.

Two counselling models were developed and introduced during the year: A Counselling Model for a Problem Trainee and Intervention Model Using Reality Therapy.

In an attempt to make guidance services responsive to the needs of trainees and to fully maximize the benefits of basic skills training, the Manpower Exchange Center was established. This Center is designed to provide job placement for trainees and graduates as well as walk-in applicants.

One hundred seventy motivation sessions were also conducted during the year. Of this number, 47 sessions were administered to 845 Batarisan qualifiers prior to referral, while 123 sessions were held for basic skills trainees. Each session lasted from 1-1/2 to 2 hours including an open forum. These manpower motivation sessions covered topics about the training programs and the potential benefits to be derived from them, the venue and house rules governing the programs, proper work attitudes and the role of the participants themselves.

Twenty motivation studies were undertaken during the year which consists of seven validation studies, 13 specialized norms and two researches on the profile of trainees.

The Division actively participated in special manpower projects geared towards the immediate provision of manpower services to out-of-school youth, unemployed adults and trainees. Among these special activities were the Regional Youth Skills Olympics, Food Service Operations, Vocational Training for Muslims, Rotary Club of Parañaque Vocational Training Program, Basic Skills Training Program for Production Workers, Transport Equipment Operators and Laborers, Launching of *"Okay Ako, Okay Ka Ba?"* Module Development for Work Motivation and Training, Slogan Development, Instrumentation for Career Information Drive, Testing and Manpower Motivation, Manpower Guidance on Drugs, a special manpower guidance project done in coordination with the Malabon Anti-Drug Abuse Center, and World of Work (WOW), an information campaign at the barangay level.

Administrative and Support Services Division

Throughout the year the Administrative and Support Services Division supported the activities of the various operating units of NMYC-NCR. In line with the management policy of providing full support for personnel improvement and welfare, the division succeeded in establishing the NCR Credit Cooperative, recruited 12 new personnel, promoted 3 deserving members of the staff, appointed 5 casuals to regular plantilla positions, nominated 3 personnel for "NMYC Model Employees," recommended salary increases for casual employees, and provided opportunities for career and personnel development through training.

Region IV

In a year marked by increasing unemployment, inflation, a growing number of out-of-school youths and drastic cost-saving measures instituted by government, NMYC-Region IV had to stretch its resources to meet its mission of serving the needs of both the urban and rural population of the country's largest region. With a budget amounting to a little over ₱1.9 million and a staff of 8, the agency had to work double-time and rely on the creativity of its staff to achieve the objectives it had set for itself in 1984. But these limitations notwithstanding, it was still able to reach its goals with the help and support of private enterprises and the local governments in Region IV.

The agency trained a total of 11,092 out-of-school youths and jobless members of the labor force. It formulated 5 manpower development plans, completed 7 research projects, developed 3 new programs and 6 new career counselling models, made 2 evaluation studies, conducted 40 career development activities and administered the NMYC's Training Contract Scheme and Training Incentive Scheme in the region. The agency also tested 928 workers and helped 80 percent of its in-center training graduates find employment. In sum, NMYC-Region IV managed to cope with the responsibilities entrusted to it, despite serious manpower and resource limitations.

Training

Exactly 11,092 trainees graduated from the various programs being implemented by the NMYC, an accomplishment that slightly surpassed the target of 10,000 graduates for the year. The Regional Manpower Training Center in Batangas produced 1,534 graduates, 839 of them through its outreach program. In-center training for the rest of the graduates consisted of basic skills and skills upgrading in automotive, electricity, machine shop, plumbing, pipefitting, welding and trainors training. Many of the RMTC graduates were scholars of the Pilipinas Shell Foundation, Inc., workers of electric cooperatives in Batangas and blue-collar employees of the Batangas Provincial Government.

The Barangay-based Skills Training Programs led all other programs in terms of output with 6,814 graduates in 1984. RMTC Batangas followed with 1,534; Batarisan came next with 852 while special projects contributed 445 graduates. In addition to these, 968 workers acquired new skills or improved on their old ones through the Training Contract Scheme, 338 through the Regional Power, Water and Gas Industry Board and 141 under the Training Incentive Scheme.

Manpower Planning

NMYC-Region IV prepared the sectoral plan for the garments industry and worked together with the local governments in drawing up the local manpower development plans for Palawan, Rizal, Kawit and Biñan. The agency also completed manpower research studies on "Manpower Profile of the PNOC Marine Corporation," "Rizal Manpower Profile," "Manpower Profile of the Squatters Area in RMTC 5," "The Training Institutions in Region IV," and studies on labor supply and demand as well as an assessment of the vocational-technical schools in Biñan, Laguna.

The efforts to develop new programs for the region found concrete expression in three project proposals: the first dealing with agro-industrial skills training and livelihood assistance; the second and third on the establishment of manpower training centers in Tagaytay City and Calamba, Laguna.

The programs evaluated during the year

were the 1981 Trainors Training Program and the RMTC Course Offerings, the latter being an attempt to measure the appeal of individual courses to trainees.

Manpower Guidance

Career information, manpower motivation and promotion, client assessment and counselling, together with manpower research and studies, were given appropriate attention during the year. Established in 1984 were 22 Career Nooks, while 12 Occupational Information Series and one primer were produced and printed. Career guidance and development sessions were held before 3,294 high school students.

To keep the public informed about the activities of the NMYC in Region IV, the regional office took part in the Regional Information Caravan and Panawagan '84, in addition to the regular use of mass media for press releases, interviews and plugs on productivity and work attitudes. Parents, teachers, civic and religious leaders, along with out-of-school youths, were special targets of Manpower Motivation Sessions held throughout the year where a total of 987 attended. And JIP and TIP Sessions were usual features of in-center and off-center training programs.

Basic skills training applicants were given Training Aptitude Tests while supervisory trainees had to undergo Pre-and Post-Tests in implementation of the agency's client assessment and counselling functions.

In the field of manpower research, the agency came up with several significant studies. Local norms for courses in auto mechanics, machine shop and electricity were developed. Similarly, local norms were developed for the TAT covering courses in automotive, machine shop, electricity, electronics and ISMO. Also during the year studies were made to correlate the NCEE and the MATB, as well as scholastic ratings and the NCEE. A Profile of Trainees at RMTC-5 was also made by the agency.

Several special projects related to manpower guidance were also undertaken by the NMYC-Region IV in 1984. Among these were a career guidance seminar for Kabataang Barangay leaders; manpower guidance services for resettled urban squatters; a VTR production on "Casting Technology"; a software on career planning and guidance services for beneficiaries of the PSFI Scholarship Program.

Ongoing projects for the displaced young and unemployed adults.

Industry Manpower Development

The Regional Power, Electricity, Water and Gas Industry Board and 42 business enterprises qualified for inclusion in the Training Contract Scheme, and together these produced 968 graduates in the entire region. Only 3 firms, however, applied for coverage under the Training Incentive Scheme. But the regional PEWGIB garnered the top award for Best RPEWGIB of 1984 based on its activities and training programs. The agency tested 928 workers during the year and an impressive 57 percent passed the tests and were given certification.

Region V

Budgetary limitations and lack of manpower were among the challenges met by NMYC Bicol. But there was always Innovation. As a result, under the training activities, various courses were offered by the Office both for in-center and off-center programs. Some 14,186 trainees graduated during the year in review or 41.86 percent above the imposed target of 10,000 graduates.

Imposed quarterly training targets among the six provinces based on labor force and population were as follows: Albay (600); Camarines Norte (253); Camarines Sur (880); Catanduanes (175); Masbate (343); and Sorsogon (250). With the local governments contributing as much as 80 percent to the whole training effort, NMYC-V's provincialization strategy became more significant.

The Regional Manpower Training Center in Pili sustained its quality output in terms of conducting more upgrading and trainors training courses. Tie-up skills training programs with the COCOFED, Bicol College of Arts and Trades (BCAT) and EAGLECOM, among others, were undertaken.

Non-training activities, like manpower planning and research, were pursued together with program development and evaluation. Both the local government and the private sectors were tapped for more effective coordination. Inputs taken from these sectors served as the bases for said studies.

Manpower guidance services provided attitudinal and work-value directions to in-school and out-of-school youths to enhance their opportunity for long-term careers. Placement schemes were developed and implemented in cooperation with the MECS, MOLE and other cooperating private institutions.

Industrial manpower development operations became the salient points in 1984. This was substantiated by the regionalization of the trade-testing activities as early as the second quarter. The campaign assured technical workers adequate and quicker employment, both domestic and foreign. Expanding industry boards promotion resulted in the formation of the Bicol Hotel and Restaurant Industry Board (BHRIB), actively participated in by the Bicol Association of Tourist Oriented Establishments (BATOE) members. Some 54 firms were benefited by the Training Contract Scheme which conducted 70 courses as approved by the Project Management Unit, Central Office. Competency-based tests were developed along with learning elements. These documents were submitted and approved by the OMSD for distribution to other regional offices of the agency.

Training:
The RMTC sustained the quality standard training of NMYC-V, producing a total output of 1,542 graduates distributed as follows: Automotive & Transport, 457 or 29.6 percent; Electro-Mechanical 369 or 24 percent; Service & Special Trades, 311 or 20.2 percent; Construction, 48 or 3.1 percent; Metal, 196 or 12.7 percent; and Trainors Training, 161 or 10.4 percent.

TCS Implemented:
In coordination with IMDSD the Center managed the full implementation of the training contracts with 195 graduates from courses as varied as Electric Arc Welding, Furniture Making, Typewriter Repair, Car Body Building and Plumbing, among others.

Learning Elements Developed:
In consonance with the national thrust to develop learning elements to standardize curriculum on skills-training implementation, the Center came up with learning elements on

Constructing Kitchen Cabinets, Constructing Bedroom Cabinets, Milling a Hexagon, Milling a Featherway, Milling a Woodruff Key Seat, Inscribing a Hexagon in a Circle, Replacing Shock Absorbers, and Bleeding the Hydraulic Brake System.

Coordination

The Center expanded the municipal coverage of its tie-up with COCOFED Cooperative Program for Vocational Industrial Training (COPRAVIT) to a regional scope. Other entities which coordinated with RMTC in the year under review included the Philippine Eaglecom Society, Lady of Peñafrancia College, Bicol College of Arts and Trades, and the Camarines Sur Regional Hospital.

Structural Reorganization

The Project Development Section was broadened into the Technical Services Section to include guidance and placement services, project development, trade testing, public information services and development of training standards and trade tests.

Staff Development Program:

To enlarge the skills capability of RMTC personnel for maximum fitness on the job, inhouse and other related activities were conducted exclusively for the RMTC personnel. The in-house training courses consisted of a Behavioral and Attitudinal Development (BAD) Course and Seminar/Workshop on the Development of Learning Elements Training Standards and Competency-Based Tests.

Special courses and seminars were also conducted on Specialized Gas Welding, Gasifier Technology, Basic Supervisory Course for Greater Hotel and Restaurant Performance, Public Relations, Industrial Electricity and Driving, Computer Programming, and Formal Training for Security Guards.

Some members of the staff also won fellowships for Trainors Training in Canada and Center Management and Administration in France.

Planning, Research, Program Development and Evaluation

Manpower Planning and Research addresses itself to the call for maximizing contributions to the region's economic rehabilitation. In this connection, five-year sectoral plans were prepared for the Bicol Printing and Publishing Industry, Camarines Norte Automotive Repair Industry and Power, Electricity and Water Industry in the region. The Updated Education and Training Plan as well as the Trade Testing and Certification Plan for the region were also formulated consistent with the present regional development thrusts.

Six institutional and four issue-oriented researches were conducted to acquire the needed inputs for future planning activities. More specifically, these projects were designed to provide more relevant basis for the conceptualization of manpower programs and projects supportive of the present national and regional economic policies and directions.

Four innovative programs were developed in consonance with the development thrusts of the agency.

The conduct of evaluation activities was likewise given equal emphasis. Three implemented programs and projects were assessed in terms of their effectiveness and efficiency *vis-a-vis* established goals and objectives. It is hoped that the results of these undertakings will serve as reliable bases in enhancing the implementation processes adopted under the manpower development projects in the region.

On the whole, NMYC-V attempted to optimize its planning and research capability in terms of coming up with the following outputs:

A. Manpower Development Plans

1. *Printing and Publishing Industry Sectoral Manpower Plan, Bicol Region, 1985-1989.* Designed to direct manpower development activities of the industry in the region. By this instrument the present developmental efforts to reach the goals and objectives of the sector are expected to be resystematized. Based on updated regional development thrusts, policies and strategies are aligned to be consistent with the overall regional economic development plan.

2. *Sectoral Plan for the Auto Repair Industry in Camarines Norte* – Formulated to contribute significantly to the socio-economic progress of the province and the realization of the objectives of energy conservation, self-reliance and employment stability.

3. *Power, Electricity and Water Industry Sectoral Manpower Plan, Bicol Region, 1984-1987.* The objectives of the power, electricity and water industry for the plan period are basically focused on providing efficient service to the regional population and to attain self-sufficiency and socio-economic growth. The plan aims to generate more employment opportunities forBicolanos, increase their pro-

ductivity, effectiveness, efficiency and technical capabilities and encourage greater involvement of other industries.

4. *The Education and Training Plan, Bicol Region, 1986-1990.* Aimed at providing a developmental framework that would synchronize the formal education system and reinforce as well the gains of non-formal education and training.

5. *Bicol Trade Testing and Certification* This document is an embodiment of improved strategies and approaches towards more effective and efficient trade-testing and certification program in the region.

Researches

1. Current Issue-Oriented

Directory of Training Institutions in the Bicol Region

A handy guide to course offerings, number and location of different training institutions in the region. Also an updated compilation covering 107 schools, colleges and universities including those institutions that offer extension courses in agriculture and industrial trade areas.

Directory of Professional and Related Workers in Sorsogon, Sorsogon, 1984

Provides updated manpower supply data and classification of different types of occupations available in the municipality of Sorsogon, Sorsogon. Intended, too, as guide for employers and workers of both private and public firms who may need information on the existing qualified manpower in the area.

Study on the Contribution of Local Vocational/Technical Schools to Regional Manpower Development

An activity undertaken to analyze the role of private vocational/technical schools in the overall human resource development efforts in the region. Specifically, it is aimed at getting first-hand information on vital aspects like enrolment capacity, course offerings, existing facilities, graduates turnout and assistance received by these schools from other agencies.

Survey on Skills Training Needs of Rural Women in a Depressed Barangay

Aimed at determining the socio-economic condition of the area, identifying the skills training needs of the rural women and ascertaining the possibility of establishing small-scale business projects that correspond to the skills requirements identified.

Institutional Researches

The Printing Industry: Its Status and Prospects

Primarily a tool in determining the actual status and requirements of the printing industry in the region. Results from this activity should serve as vital inputs in the formulation of sound manpower thrusts for the sector.

The Private Industry Sector in Camarines Norte: Its Manpower Status and Training Requirements

The study seeks to present a profile of the manpower conditions and requirements of private industries in Camarines Norte and thereby come up with realistic data to serve as basis for the formulation of more relevant and responsive development programs for the sector.

Status and Manpower Requirements of the Shellcraft Industry in Sorsogon

Seeks to identify the potential for growth of the existing shellcraft industry in the area and to gather data and information on the status of the industry's manpower requirements.

Status and Requirements of Parts and Service Shops in Camarines Norte

A study to determine the status and capability of the repair and service industry in Camarines Norte, with the end in view of assessing its potential for growth.

Status and Manpower Needs of the Woodcraft Industry in Sorsogon

A project designed to identify the potential growth of the woodcraft industry in the area and to gather data and information on the status of the industry's manpower and training requirements.

Status and Manpower Needs of the Automotive Service Shop in Sorsogon

The study hopes to gather relevant data and information regarding the status and manpower needs of the automotive service firms in the area in order to have some basis for future programs for the sector.

C. Evaluation

Impact Evaluation of the Graduates of LCMAC Training Program

Generally focused on determining the economic status of the graduates of the training program conducted under the Legazpi City Manpower Advisory Committee (LCMAC). The evaluation also covers the problems encountered by the graduates during and after training and is expected to find measures for a more effective LCMAC training program implementation in the future.

A Tracer Study of NMYC Graduates in the Bicol Region

A study to determine the overall effects i.e., changes and benefits derived from NMYC training programs conducted regionwide outside the Regional Manpower Training Center (RMTC). Information gathered should be useful in assessing actual training needs of the target clientele and could serve as valuable input for future training actions.

An Evaluation of the Heavy Equipment Operation Course Graduates, 1981-1984

An activity to assess the employment status and to determine the impact of such course on the graduates of Heavy Equipment Operation Course conducted in Camarines Sur in 1983-1984.

Program Development

Skills for Self-Reliance Program (A Manpower Program for Rural Women and the Underemployed)

Introduces a coordinated developmental approach to support the Sariling Sikap Program of the government through the provision of skills training opportunities for rural women and the underemployed labor force population. Since tne target clientele constitutes the poor majority, the program aims to increase productivity, income and intensified self-reliance consciousness.

Program IMAGES: Information System on Manpower Graduates' Employment Status

As a whole provides proper feedback regarding the graduates' status which could assist management in restructuring or redirecting subsequent training programs, thereby making the training delivery system of the agency more relevant and responsive to existing work environment.

Cocofed-NMYC Integrated Scholarship Program

A joint effort of the Bicol COCOFED Chapter and the NMYC V to uplift the socio-economic welfare of the coconut farmer members and their dependents by providing industrial skills training for gainful employment.

Community-Based Manpower Learning Center

A joint manpower development undertaking of the Casiguran Vocational High School (CVHS) and the NMYC through PMDO Sorsogon, which responds to the needs of the rural youths, unemployed adults and industrial workers. The program deals with various aspects of manpower development to be carried out in the rural-based training venue.

Manpower Guidance and Placement Assistance

A. *Career Information and Development*

A large number of youths and their social intermediaries were exposed to heightened sessions on career planning and development, career guidance programs, career pathing and career planning.

Technical and other blue-collar workers from the industry sector were taught the different steps in the career ladder in line with the productivity enhancement goal of the agency.

B. *Manpower Motivation Promotion*

Airing of jingles, motivational messages, spot announcements and interviews became part of the regular programs of local radio stations.

The year also saw the publication of the first Manpower Guidance Resource Center (MGRC) newsletter called *Gabay*. Brochures were carefully designed to create captive clients. Titles which saw print include: (1) "Manpower Guidance Resource Center" (MGRC); (2) "Making Decisions Easier Through Testing"; (3) "Bicol Trade Testing and Review Center" (BTTRC) and (4) "Trade Testing and Certification Program."

Both trainees and blue collar workers were exposed to a series of motivation sessions to increase their productivity and aspirations in life.

Behavior and Attitude Development Program was strictly infused in every skills training to ensure the total development of every NMYC graduate.

C. *Client Assessment*

In addition to the regular applicants seeking admission to the Regional Manpower Training Center (RMTC), there were some 110 Filipinas Shell Foundation, Inc. (PSFI) SKILLS Program applicants and 21 job applicants who availed of the MGRC testing services. These testing services were also extended to private industrial firms, workers, job seekers and students with the following objectives: (1) assist employment firms screen applicants, select personnel for promotion and train and identify training needs; (2) assist students in the choice of the most suitable careers and (3) strengthen the chances of job seekers to find a job.

D. *Researches*

Manpower guidance-related researches undertaken include: (1) Acceptability of Vocational/Technical Courses Among Parents in Private and Public Secondary Schools in

Albay; (2) An Appraisal of the Status of the *Laang-Bisig sa Himpapawid*, and (3) The Impact of Life Adjustment Skills Training Program on the Behavior of RMTC Trainees of the 3rd Quarter, 1984.

E. *Special Manpower Guidance Projects*

Special guidance projects were implemented to attract the general public to the livelihood potentials of blue-collar jobs. These activities include manpower streamers in theaters, Manpower on Wheels, Manpower Update and Manpower Nooks.

To strengthen the placement assistance program, a tie-up was made with the Ministry of Education, Culture and Sports (MECS), Ministry of Labor and Employment (MOLE), Civil Service Commission (CSC) and the Bicol Conference on Higher Education (BCHE) for the establishment of school placement in educational institutions in the Bicol region. This tie-up is expected to increase the effectiveness of the MGRC testing, placement services and career development activities.

Industry Manpower Development Services

The vital manpower needs of the industries and the training requirements of the region's growing industrial sector were served by the office through the Industry Manpower Development Services Division which registered close to a 400 percent increase in industrial programs implemented within the year.

A. *Training Contract Scheme*

A total of 54 firms regionwide availed themselves of the Training Contract Scheme for a combined output of 1,165 graduates from 70 different courses. Total training costs reached ₱1,679,641.81 of which ₱332,289.93 was shared by the participating firms.

The firms benefited by the Training Contract Scheme fall under the 11 priority subsectors identified by the World Bank for funding assistance. In the course of improving the skills of workers, tangible finished items were produced. For the improvement and expansion of TCS project implementation in the next two years, additional training and testing equipment were produced to augment training facilities of the Bicol Trade Testing and Review Center (BTTRC) and RMTC.

Total imputed cost of training outputs donated by firms to NMYC V had an estimated market value of ₱161,225.00.

The Legazpi City Automotive Shop Aggrupation (LCASA) organized under the manpower learning-cell concept, conducted one trainors' training course and implemented seven different courses with a total training cost of ₱139,997.21.

The Regional Power, Electricity, Water and Gas Industry Board conducted four training courses on the 3rd-level at a cost of ₱127,000.

The newly organized Bicol Hotel and Restaurant Industry Board conducted one course on the 3rd level, costing ₱40,000 and another course at a cost of ₱25,000.

ASAP-PASAPI Camarines Norte conducted three training courses with a total training cost of ₱44,836.60.

The latest trade organization that will operate under the umbrella of manpower learning cell concept is the Naga City Wood Products MLCs. This group will conduct training courses in the wood industry.

B. *Training Standards*

The office has supported the Training Contract Scheme by distributing copies of available standards to all participating firms. Training Standards in Tailoring which earned a commendation from the OMSD is now under technical verification prior to its adoption as a national standard in the garments trade.

In support of Central Office programs, efforts of the Office toward developing competency-based test packages paid off with the initial output of three CBTs. The packages for Wood Carver (Panelling) and Typewriter Repair were given outright approval by the Trade Skills Standards Division, OMSD. Another CBT package submitted to TSSD was for Vegetable Pickler, copies of which will be distributed to other NMYC regional offices.

C. *Trade Testing and Certification*

To ascertain and improve the competence of both local and exportable manpower, the Office pursued an all-out conduct of trade and competency tests through the coordinated efforts of the Regional Manpower Training Center, provincial offices and the Bicol Trade Testing and Review Center. Additional testing officers were engaged to cope with the larger number of applicants from the vocational-technical schools, industrial firms and Training Contract Scheme graduates throughout the region.

The regionalization of the testing program since April 1, 1984 is instrumental in the considerable increase in the testing output.

The combined efforts resulted in the certification of 1,454 workers out of the 2,441 takers regionwide, representing an average regional passing rate of 59.57 percent.

Among the strategies employed to pro-

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mote the program were trade-testing orientation and symposia conducted in service shops, schools and meetings of industry boards and trade organizations.

D. *Industry Board*

The Office in its effort to strengthen local industries, revitalized the Regional Power, Electricity, Water and Gas Industry Board and organized the Bicol Hotel and Restaurant Industry Board.

Through these boards, the region realized 1,010 graduates from 37 courses conducted under the RPEWGIB V and 55 graduates out of 2 courses conducted by the BHRIB.

The Year Ahead

NMYC Bicol, like other regional offices, shall mark its first decade of operations in the coming year as a total orchestrator of human resource development efforts.

With the economic crisis carried over the coming year, the Office shall sustain its innovative schemes, a reaffirmation of its support to the agency's thrusts.

Given the needed resources from top management, NMYC V is committed to quality performance as in the past years. Having successfully explored the linkage areas in the private sector and the local governments, the office is set to perform beyond its minimum standards of capability.

Manpower planning, research and program development and evaluation shall focus on the sectoral groupings.

The Manpower Guidance and Resource Center shall emphasize more motivational components in career development and maintain its placement schemes responsive to the economic needs.

Regionalization of trade testing and certification services shall be pursued aggressively with the end in view of increasing the marketability of the industrial workers and meet the standards of domestic and foreign employment. Vis-a-vis the regionalized testing activities, trade test development shall be strengthened in line with PD 1572. Quality training and training research shall be one of the major tasks at the RMTC aside from strengthening its placement programs.

NMYC-WB Vocational Training Project which auspiciously took off last year shall be intensified as a source of manpower supply-demand balance in the region. Middle management supervisory skills development shall attain a higher priority in this project in addition to skills upgrading courses.

Region VI

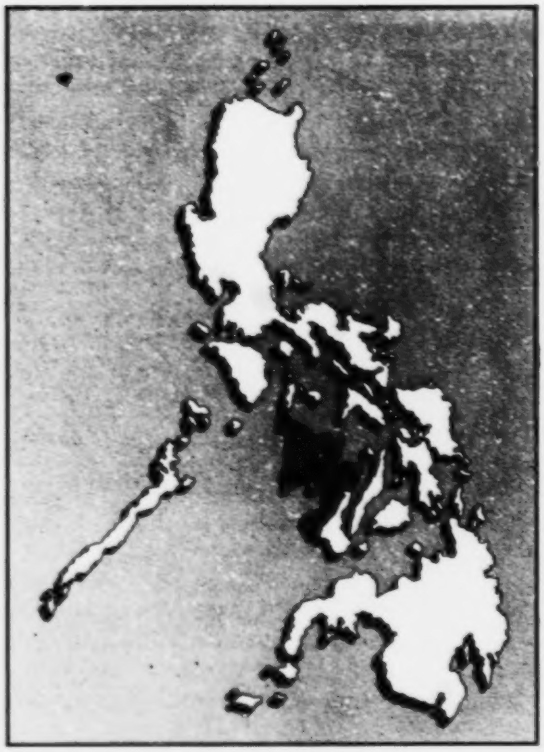
Quality skills training for productive employment and self-reliance among the underprivileged sectors of society, particularly the out-of-school youth, was the focus of all manpower development efforts in Western Visayas. Maintaining the quality of training programs while keeping up with the growing demand for skills training posed the biggest challenge to regional operations.

The persistent drive to involve the private sector and other government entities in the region's manpower development efforts proved even more productive this year than in the past. The renewal of the agreement with the Diocese of Bacolod calling for joint efforts in the management and administration of the Diocesan Manpower Training Center in Kabankalan, Negros Occidental, and the continued implementation of the year-round "Project Kabuhi" in cooperation with the Provincial Government of Capiz and maintaining the close partnership with Pilipinas Shell Foundation, Inc. (PSFI) were some of the more notable accomplishments of NMYC-Region VI in 1984.

The year also saw an increasing involvement of local governments, particularly in the provinces of Aklan, Capiz and Negros Occidental, in manpower training along relevant skills suited to the needs of their respective localities. The "Paglaum Scholarship Program" established at the initiative of the municipal and provincial governments of Negros Occidental and the Kabataang Barangay was a most notable example.

In-center training capabilities were further enhanced with the completion of the Iloilo Manpower Training Center (IMTC) right in the heart of Iloilo City. The operation of IMTC brings to 3 the number of NMYC-operated training centers strategically located in the region. The other two are the Western Visayas Regional Manpower Training Center (WV-RMTC) in Talisay, Negros Occidental and the Antique Manpower Training Center (AMTC) in Hamtic, Antique, plus the Diocesan Manpower Training Center (DMTC) in Kabankalan, Negros Occidental.

Off-center or outreach training operations were expanded with the establishment of provincial offices in Aklan and Capiz. The creation of these offices has enabled the NMYC to



have a stronger presence in these provinces. All over the region, teams of trainors are dispatched to remote municipalities upon request, to extend the reach of NMYC's services.

Non-training activities such as manpower research and planning, manpower guidance and trade testing and certification programs reflected in large measure the agency's desire to pursue manpower development efforts that are in consonance with national development goals. Completed during the year were sectoral manpower plans for five industrial sectors – land transportation, coal mining, hotel and restaurant, automotive and power, electricity, water and gas. Also finished was the five-year provincial manpower plan for Iloilo.

Manpower guidance activities were undertaken to promote career consciousness and explain the benefits of skills training. Client motivation and career promotion materials like radio and television plugs, news stories and features were fed to and used by the mass media. The campaign had resulted in a considerable increase in the number of applicants for both regular and sponsored training programs.

The accelerated implementation of the trade testing and certification program improved the reputation of certified technicians and mechanics in the region, resulting in a rush among workers to take the tests and get their certification. Significantly, organized groups of certified workers, particularly in Iloilo City, were instrumental in encouraging others to take these tests.

All told, the accomplishments of NMYC-Region VI, no matter how modest, proved that in times of crisis, collaborative efforts between the government and other sectors of society could spell the difference between development and stagnation.

Training Activities

The year just past was of modest gains in terms of manpower development in Western Visayas. The early months saw NMYC-Region VI drawing up innovative strategies to cope with adverse developments in line with the national call for more belt-tightening. Training operations in provinces badly battered by super typhoons "Nitang" and "Undang" suffered the most damage. These harsh realities reduced the number of graduates envisioned for the year. Nonetheless, determination matched by the support of concerned sectors enabled the agency to meet its annual target of 10,000 graduates.

Exactly 10,023 out-of-school youths and unemployed as well as employed adults were given training during the year. These beneficiaries came from Aklan (1,785), Antique (1,909), Capiz (1,837), Iloilo (2,777), and Negros Occidental (1,715). These figures represent the outputs of both in-center and off-center training operations.

In-center programs yielded 1,622 graduates in technology and resource-based courses conducted at the four training centers. As expected, the Western Visayas Regional Manpower Training Center (WV-RMTC) in Talisay, Negros Occidental had the highest number of graduates with 1,053, followed by the Diocesan Manpower Training Center also in the same province with 365. The Antique Manpower Training Center (AMTC) produced 174 graduates in courses supportive of the government's Sariling Sikap Program.

In keeping with the training preferences of the target clientele, AMTC offered for the first courses on small gas and diesel engine mechanics, basic carpentry and farm mechanics. On the other hand, 30 graduates in furniture and cabinet making belonged to the first batch trained in the newly-opened Iloilo Manpower Training Center (IMTC) in Iloilo City. The shift from quantitative to qualitative skills training aimed at sharpening employability was one of the principal causes for the slump in the number of in-center graduates. The new thrust was developed in line with the national goal of turning out highly competitive workers in the labor market.

Off-center or outreach training activities aimed at stimulating the productive potentials of idle manpower in both urban and rural areas produced 8,401 graduates. The increase in the number of off-center graduates this year may be traced to the active involvement of local officials from the provincial to the barangay level in manpower development.

In terms of performance and relevance, three in-center training programs may be considered noteworthy: the PSFI Scholarship Grants in Industrial Technology, the Paglaum Scholarship Program and the trisectoral venture for the underprivileged at the Diocesan Manpower Training Center (DMTC). It is significant to note that although the DMTC was raided by insurgents, training activities were still continued. Courses offered under these programs are designed to produce highly-skilled manpower.

On the other hand, the most remarkable outreach program in the region would be "Project Kabuhi", which is being implemented in Capiz. Geared towards attaining self-reliance among the people in the countryside, this joint project of the Provincial Government of Capiz and the NMYC focuses on the training of housewives in food technology.

Processed during the year were a number of program proposals for inclusion in the Training Contract Scheme under the NMYC-World Bank Vocational Training Project. Out of 16 proposals submitted for evaluation, nine were implemented while the rest were scheduled for 1985. The beneficiaries were Cane Wood Furniture, Capiz Bamboo and Rattan Craft, Certified Welders Association of Iloilo, Iloilo Certified Automotive Technicians Association, Iloilo Certified Electricians Association, Manoso Metal Works and Repair Shop, Southern Negros Development Corporation, Regional Power, Electricity and Industry Board (RPEIB VI).

Manpower Research and Planning

More intensive research and planning activities designed to benefit the industrial sectors were undertaken during the year by NMYC-Region VI. Among the more important studies and plans made during the year were: Five-Year Manpower Plan for the Land Transportation Industry, WV, 1983-87; Sectoral Manpower Plan for the Coal Mining Industry, WV, 1983-87; Sectoral Manpower Plan for the Hotel and Restaurant Industry, WV, 1983-87; Sectoral Manpower Plan for the Automotive Industry, WV, 1984-87; Sectoral Manpower Plan for the Power, Electricity, Water and Gas Industry Board, WV, 1984-87. Also completed was the Five-Year Provincial Manpower Plan for Iloilo, 1983-87.

Another completed study dealt with "Causes of Mass Lay-offs in Western Visayas." This document sets forth some policy recommendations to cushion the impact on laid-off workers of present economic conditions in the country. "An Assessment of the Manpower and Training Needs of the Hotel Industry in Iloilo" looks into the problems currently affecting the local hotel industry.

Manpower Guidance

The full range of guidance services from work motivation and productivity enhancement to career promotion was made available to out-of-school youths, students, the unemployed and social intermediaries. Fresh sets of radio plugs on work productivity were aired the year-round on radio and television stations, while trainees underwent structured motivation sessions utilizing softwares on job-seeking skills. Career awareness was developed through participation in career fairs, photo exhibits and the revitalization of blue-collar career encounters in public and private schools. OSYs and intermediaries were reached through the careers viewfinder, a low-cost career information guide supplemented by career forums held in cooperation with Foster Plan-Iloilo, MSSD and the local government.

Career development efforts in the training centers were boosted through the development and use of career development softwares, thus minimizing the need for facilitators in large-group sessions. Six new titles in the Occupational Information Series (OIS) were published during the year in addition to non-OIS materials produced like the "School Leavers Guide to Training" and the "Manpower Guidance Program."

A regionwide recruitment and selection system was adopted during the year to make these processes more equitable, efficient and effective.

To further improve guidance services, new approaches to motivation and career sessions were pilot-tested in both in-center and outreach programs. These were in the form of facilitator-mediated and non-mediated softwares designed to reduce the length of guidance counselling sessions.

Industry Manpower Development
In line with its objective of enhancing manpower productivity among member firms, the regional power board (RPEIB VI) conducted various skills upgrading programs which produced a total of 207 graduates. This consisted of 57 graduates in energy management, 25 in defensive driving, trouble-shooting and preventive maintenance, 53 in electrical systems design, and 72 participants in a seminar-workshop on protective relaying and motor-generator installation.

Another important achievement of the RPEIB-VI was the completion of an Interfirm Productivity Comparison Study, a joint undertaking of the Productivity and Development Center of the Development Academy of the Philippines, RPEIB-VI and the NMYC-Region VI. Of the 11 electric cooperatives engaged in the power generation, transmission and distribution in Western Visayas, nine participated in the study. The study was designed to assist management in identifying and assessing areas of operational weaknesses and strengths and deciding what actions need to be taken to improve the firm's market competitiveness.

NMYC
The full implementation of the NMYC-World Bank Training Contract Scheme (TCS) benefitted 322 trainees during the year. Four private firms, four certified workers associations and one industry board in the region took advantage of the subsidized training programs under the TCS. Courses offered among others were furniture and cabinet making, car body building, gas engine and underchassis assembly, auto electricity, industrial electricity, electric arc welding and electric motor rewinding, as well as painting and upholstery.

Trade
The growing importance attached by workers to having trade skills certificates contributed to the process of the trade testing and certification campaign in the region. Out of 1,385 workers tested, 763 were issued their skills certificates. The marked increase in workers certified during the year was due to the continuous endorsement of various associations of certified workers in Iloilo and Negros Occidental. The NMYC-WB TCS provided a further boost to the Council's trade testing and certification program.

Batarisan Program
Although the effects of the economic crisis that gripped the nation were particularly felt by the industrial sector, the Batarisan Program nevertheless produced a total of 620 graduates This was achieved with the active support of some 67 participating firms and the Kabataang Barangay.

Prospects
There are many unmistakable signs that better days lie ahead in the development of human resources in Western Visayas. The growing involvement of the provincial governments augurs well for a more relevant and aggressive manpower development program in the region. The completion of the Iloilo Manpower Training Center in 1985, coupled with the adoption of standardized training curricula for in-center programs, is expected to further project the NMYC as the premier government agency in skills training. The continued confidence and support of the Pilipinas Shell Foundation, Inc. for WV-RMTC in Talisay, Negros Occidental and the active support of local governments and the Kabataang Barangay in the province puts the center in a better position to accelerate skills-training activities in the region.

Research and planning activities in succeeding years will be conducted on a more selective basis with emphasis on areas directly related to human resource development. A survey of manpower and training requirements of priority sectors will precede research and planning operations for 1985. To generate more development-oriented training operations in the region, NMYC-Region VI will intensify the promotion of the Training Contract Scheme to encourage greater private sector participation in manpower development.

The days ahead will see the regional manpower guidance program directed more and more towards manpower placement assistance services for in-center training graduates. Industry manpower development services will continue to emphasize the Batarisan program and the trade testing and certification system.

To provide guidance and advice in the operation of the training centers, NMYC Region-VI will encourage the establishment of center advisory boards, as well as trade committees, with the latter providing technical assistance in designing curricula for different trade areas.

Region VII

Highlights

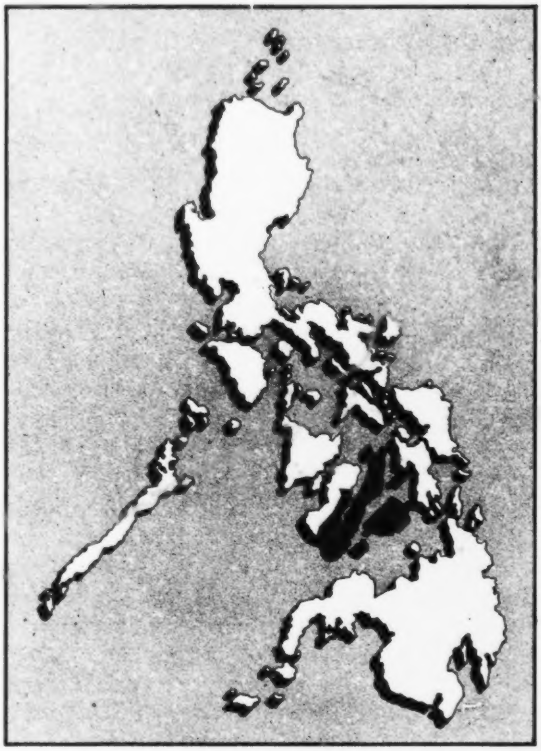
1. Establishment of a Provincial Center known as the Bohol Manpower Training Center under the leadership of Gov. Rolando Butalid;
2. Continued technical and financial assistance to Bogo Manpower Training Center in Cebu;
3. Total training output of 12,463 graduates;
4. Opening of three computer training centers in three municipalities of Cebu, namely: Bogo, Barili and Catmon with the cooperation of Basic Instruments Philippines, Inc.;
5. Opening of new courses at Cebu RMTC, the Plumbing Course, the Computer Instructors Development Course ,Duct Fabrication and Pipefitting Courses;
6. Fifteen courses conducted under the World Bank Training Contract Scheme by ten different firms;
7. Completed two updated primary researches;
    a. Updated five-year Manpower Plan for Lapulapu City;
    b. Updated Manpower Needs of Large Establishments in Lapulapu City;
8. Submitted three Municipal Manpower Plans;
9. Organized the Manpower Advisory Committee in Lapulapu City on April 13, 1984 as a pilot project; and
10. Generated financial participation from industries and local governments in the amount of ₱384,145.35.

Training Output

This year's training programs in the region produced a total output of 12,463 graduates with 8,900 or 71 percent credited to the Manpower Sa Barangay Training Programs; 2,148 graduates comprising 17 percent from the RMTC; 622 graduates which is 5 percent from the Batarisan courses and 310 graduates from the Training Contract Scheme.

Outreach Programs

Encouraged by the response and successful implementation of the MSB Awards Contest last year, the same project was again launched this year with some modification. Thirty-one municipalities joined the contest: 15 in Bohol, 10 in Cebu, 4 in Negros Oriental and two in Siquijor. The total output registered 8,863 rural youths graduating in 25 different courses. Categorized on two levels, entries were elevated on a point system as regards their training, municipal manpower plans, vocational career development and administrative efficiency. The guidance playlets were judged based on the scripts submitted.



Overall winner was the Municipality of Dauis, Bohol which copped the regional award of ₱10,000 cash. Provincial awards of ₱5,000 each were won by Dauis in Bohol, Compostela in Cebu, Siaton in Negros Oriental and Lazi in Siquijor.

Planning and Research

Among the activities of the Planning and Research Division were the Cost Reduction Seminar/Workshop and the completion and submission of updated primary research studies and manpower plans. This was attended by personnel of the Regional Office and was conducted in order to generate options/alternatives/suggestions on how to reduce cost of operations, increase productivity and generate income.

On the planning activities, the following plans were prepared and completed:

- Municipal Manpower Plan of Talisay, Cebu
- Updated Five-Year Manpower Plan for

Lapulapu City

- Updated Manpower Needs of Large Establishment in Lapulapu City
- Municipal Manpower Plan of Siaton, Negros Oriental
- Municipal Manpower Plan of Dauis, Bohol

The contribution of different agencies in our training programs at the RMTC, MSB and RPEWGIB 7 amounted to ₱384,145.35. This amount was generated in terms of training equipment, supplies and materials.

Training Contract Scheme

There were 4 basic courses, eleven (11) upgrading conducted under the World Bank Training Contract Scheme. The ten participating firms were the following:

1. Arpel's Line – 1 course
2. Atlas Consolidated Mining and Development Corporation – 2 courses
3. Ben's General Services – 1 course
4. Cebu Shipyard & Engineering Works – 3 courses
5. Cebu United Drivers Association – 1 course
6. Garcia Sales and Services – 1 course
7. Gie Gardens – 1 course
8. North Dalingding Trucking Services – 1 course
9. Phil. International Motors Corp. – 1 course.
10. RPEWGIB VII – 3 courses

Batarisan

The ten Batarisan firms with training programs in 1984 graduated 622 OSY in different courses. Training programs conducted through the RPEWGIB yielded an output of 483 graduates from the following courses: Problem-solving and Decision Analysis, Building Wiring, Motor Rewinding Customer Services Program, Defensive Driving, Micro-Computer Seminar Multiplan, Productivity Improvement Circle, P & H 2100 B1/1600E Shovel Electrical System, Turbo-charges on-the-job training, Metric Measurements, Meter Testing and Calibration, Linemen's Upgrading Course, Machine Shop Practice, Auto Electrical Seminar, IBMs/36 End Users, Barangay Electrician Course. During the year, the member firms collected membership dues and contributions amounting to ₱29,500. For the Training Incentive Scheme, there were 14 approved programs, 10 of which were conducted by Pilipinas Shell Petroleum Corporation and Fairchild Semiconductor (HK) Ltd. and the remaining four approved training programs were conducted by Metapil Inc., San Miguel Corporation and Aldeguer Shoes and Bags.

Trade Testing and Certification

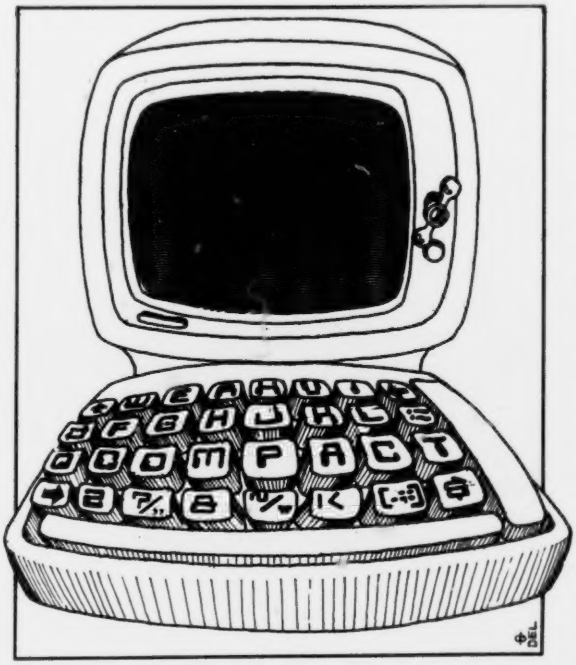
There was a total of 560 applicants tested and 353 certified in this year's trade tests.

To assist the manpower development programs in Guihulngan, Negros Oriental, a Trade Testing and Certification Center was organized which is now in regular operation. This center is under the supervision of the Office of the Mayor of the town and assisted by the Central Visayas Polytechnic College, Guihulngan and this Regional office. To operationalize the center, the Trade Testing Unit staffers conducted a seminar-workshop for testing officers participated in by the officials and members of the municipal trade testing board and the trade testing officers. The center was established for the projected recruitment of skilled workers in Guihulngan and with this center, the municipality of Guihulngan will have now the facility to identify and accredit skilled workers in job-placement program.

Manpower Guidance

The annual Manpower Guidance services undertaken are summarized as follows:

- Career Development services were given to 2,000 in-school and out-of-school youths in eleven sessions throughout the region.
- RMTC trainees and outreach trainees in Bohol benefitted from Job Induction Programs.
- Training Aptitude Tests were given to 429 clients; 409 were RMTC applicants and 20 were applicants for scholarship of Atlas Consolidated Mining and Development Corporation.
- Life Adjustment Skills Training was given to all RMTC trainees as well as outreach trainees,
- Motivation promotions were maintained through press releases in the budget and print media.
- Career Information on Computer Programming Course and Career Information on Technical Course were introduced this year.
- Conferences on Moral Values were conducted for RMTC trainees with the assistance of Catholic leaders in the community.
- Awarding of Model NMYC graduate and Model Parents were held with the assistance of the Rotary Club of Cebu-Lahug.



- VOCTECH Network Consultative Conference was held to establish and operationalize the VOCTECH Network which aims to optimize the use of existing training educational resources to improve instruction and enhance the quality of training in vocational technical schools. It was attended by the officials and members of the Philippine Association of Private Technical Institutions (PAPTI-Cebu Chapter), representatives of other private technical institutions and the VOCTECH Regional Officer-in-Charge of the Ministry of Education, Culture and Sports, Region VII.
- Career Development Agents Seminar Workshop was held in Lapulapu City to integrate Manpower Development in Lapulapu City through career guidance and to prepare a 2-year Career Development Plan 1984-1986

1984 Features of RMTC Cebu

The Cebu RMTC has expanded its offerings with new courses. The Computer Instructors Development Course, Plumbing Course, Duct Fabrication and Pipefitting Course. The Computer Instructors Development Course was organized to develop a pool of instructors for the different computer training projects in Region VII. One of the major results of this course was the development of an instruction technique designed to facilitate and simplify computer training. The Plumbing Course was opened in response to the consistent demand in the area for trained plumbers.

In line with the thrust of the management to improve the quality of training and delivery services to the various clientele of the RMTC, the creation of a Learning Resource Development Section was created at the beginning of the third quarter of this year. This LRD Section shall develop training materials to meet the specific training requirements of the RMTC, private technical schools and industry. Six learning elements were developed and submitted for evaluation. A project study on this matter was also submitted.

Another highlight of RMTC activities for the year was the opening of three computer training centers in three municipalities of Cebu, namely: Bogo, Barili and Catmon, with the cooperation of Basic Instruments Phils., Inc.

RMTC Cebu has accumulated total trainee graduates of 2,148. Of the 2,148 RMTC graduates for the year, 336 trainees were tested and 241 were certified in 8 different trade areas, namely: Plumbing, Automotive, Consumer Electronics, Welding, Machine Shop, Carpentry, Refrigeration and Airconditioning and Industrial Electricity.

Auxillary Services

1. Medical Guidance Program which includes:
   a. Dental care – free dental services were given to the trainees by the Cebu Doctors Hospital Interns.
   b. Lecture series by the RMTC physician with regard to health care and dangers of drug addiction.
2. Creation of trainee security support group. This group was organized and trained to:
   a. assist the staff cope with crisis situations and emergencies like fire, etc.
   b. provide assistance to co-trainees in emergency cases
3. Strengthening the guidance program through the following activities:
   a. A guidance bulletin board where quotations, "food for thought" wise sayings and health and personality development tips are displayed.
   b. Moral values seminar conducted for each batch of trainees.
4. The RMTC Council of Trainees was organized to serve as the official organization of RMTC trainees. The Council of Trainees is being organized primarily to give the trainees wider opportunity to directly participate in planning and implementing related projects/activities that would be beneficial to the welfare of all RMTC trainees.

Region VIII

The tight economic situation of calendar year 1984 did not deter the staff and personnel of NMYC-VIII as it embarked on novel projects and simultaneously expanded its operation to areas never served before by the Council. Despite budgetary cutbacks, the Regional Office intensified its operations on the financial assistance generated from local government units, other government agencies, civic and religious groups and the private sector – all of which amounted to ₱731,284.83. This is a reflection of the people's positive response to and acceptance of the government's human resource development programs.

Activities in manpower guidance and motivation, trade-skills testing and certification, industry boards, planning/research and public relations were undertaken with renewed vigor.

New directions enunciated by the regional management received similar attention, namely: regionwide training contract promotion; operationalization of four satellite training centers; Sariling Sikap activities; maintaining high agency profile; training standards; and learning elements development, along with a thrust in computerization.

I PROJECT IMPLEMENTATION

Skills Training

The primary objective of skills training is to train out-of-school youths and unemployed adults to enhance and promote their employability and thereby contribute in accelerating economic and social growth.

By year's end, a total of 10,669 out-of-school youths, unemployed adults and other clientele groups were trained under six major program clusters by the NMYC Regional Office, overshooting this year's regional targetted output by 669 or 6.69 percent.

Production and related workers under the cottage industry and industrial off-centers comprised the first and second places in the over-all training graduates – a clear indicator of our thrust in industrial skills this year. Service workers run third, followed by the agricultural and related workers group while professional, technical and related workers and clerical workers categories placed 5th and 6th, respectively.

Computer Training

NMYC computer training was launched in cooperation with the BASIC Instruments Philippines, Inc. It has shown an impressive acceptance among the residents of the region as evidenced by the burgeoning enrolment. In fact, a total of 323 recipients were reported successful both in BASIC I, II or advanced courses. Despite the month-long total electric blackout due to typhoon "Undang," computer training was never disrupted. A generator set from the Regional Command VIII was made available to facilitate hands-on training.

Training Contract Scheme

The Training Contract Scheme gives training subsidy to private firms belonging to the eleven (11) priority subsectors identified by the World Bank. Subsidy is in the form of training expense reimbursement amounting to an average of 70 percent of the total training expenses incurred by a particular firm availing of the scheme.

Under this scheme, a total of sixteen (16) firms availed of the training subsidy this year, producing in the process a total of 346 graduates.

KB-NMYC Training Center

Since the RMTC is yet to be established, the Regional office has to contend with a makeshift training center located at the Estrada

Engineering Works just a stone's throw from the NMYC Regional Office. The Center is equipped with machines, tools and other equipment for training. A total of 128 graduates from various sources such as: refrigeration and airconditioning, auto-mechanic and auto electricity completed training in the center. About 29 percent of the total graduates were deployed to other shops and taken in as apprentices.

NSIRDBP-NMYC Provincial Manpower Training Center

To answer the skills needs of the "common *tao*" in the provinces, NMYC has continued assisting the operation of the Provincial Manpower Training Center in Catarman, Northern Samar which is a component project of the Northern Samar Integrated Rural Development Project (NSIRDBP), being financed by the Australian Development Assistance Bureau (ADAB) of the Australian Government.

For 1984. trade tests were administered in the following trade areas: Auto Electrician, Auto Mechanics, Barangay Electrician, Building Wiring Installation and Electric Arc Welding. A total of 42 workers were tested, 13 of whom were certified.

Regional Manpower Training Center

Site development of the proposed construction of the ₱17-million RMTC is ongoing. Hopefully, construction shall start in the first quarter of 1985. Site development work was facilitated through the assistance of the City Mayor's Office, City Engineer's Office, National Irrigation Administration, MRWH and a number of private contractors.

II PLANNING AND RESEARCH

During the year, the staff of the Planning, Research and Evaluation Division (PRED) collected manpower information, as programmed and directed by the top management. These efforts were geared and aligned with the priorities of the Council as well as to suit the immediate needs of regional office operations.

Summary of PRED output includes the following:

Current-Issue Researches:

- Critical Skills of the:
    - Metals & Engineering Establishments in Eastern Visayas
    - Construction Industry in Eastern Visayas
    - Hotel & Restaurant Industry in Eastern Visayas
    - Garment Industry in Region VIII
- Development Profiles of:
    - Catarman, Northern Samar
    - Calbayog City
    - Tacloban City
    - Ormoc City
    - Maasin, Southern Leyte
    - Baybay, Leyte
- Private Vocational-Technical Schools' Contribution to the Overall Manpower Development in the Region
- Inventory of Employment opportunities in Leyte
- In-Plant Training by Industry
- Relevance of Computer Technology in Leyte

Institutional Researches:

- Comprehensive Manpower Assessment Study of the Provinces of Samar and Leyte
- Inventory of Training Institutions in Samar, Southern Leyte, Northern Samar and Eastern Samar
- Employment Assessment Study of Calbayog City and the Service Sector of Leyte
- Study of Worker Traits and Attitudes Preferences of People Managers in Region VIII
- Organizational Problems Encountered by People Managers in Leyte

Sectoral Plan

- Hotel and Restaurant Industry in Eastern Visayas
- Construction Industry in Eastern Visayas
- Land Transportation Industry
- Metal and Engineering Industry in Eastern Visayas
- Wood Products and Furniture Sector
- Garment Industry in Eastern Visayas
- Printing Industry in Eastern Visayas

Evaluation of Training Programs

- 1980 Manpower Training in Northern and Eastern Samar
- Profile of NMYC Trainees of Selected Towns of Leyte and Samar
- Profile of NMYC Trainees in Selected Towns in Eastern Samar

Program Development

- NMYC-LSO Integrated Skills Training Center
- Welding, Testing and Training Center
- NMYC Computer Training
- Training on the Improved Method of Charcoal-Making
- Hollow Blocks-Making, Using Rice Hull and Other Forest Waste Products

Manpower Development Plans of:

- Borongan, Eastern Samar
- Calbayog City
- Samar
- Eastern Samar
- Northern Samar
- Southern Leyte
- Leyte

MANPOWER GUIDANCE

The Manpower Guidance Services Division (MGSD) has continued its career information campaign, using the different communications media for a wide range of target audiences. Career development activities and work-motivation sessions were conducted for trainees.

MGSD activities in 1984 were highlighted with the printing of the 1985 PopCom-NMYC Poster Calendar, using the funds from the Commission on Population which were entrusted to NMYC in the amount of ₱79,000.00. Calendars will be released early in 1985 for distribution.

Other special projects – the replication of the Municipal Career Development Project in the municipalities and the maintenance of Career Nooks in the different areas of the region.

Late this year, a Memorandum of Agreement was signed between the Regional Office and the Federation of the Rural Broadcasters to the effect that the latter shall air all information materials of the office.

OTHER ACCOMPLISHMENTS

II. Industry Boards

Activities of the Industry Board, particularly the RPEWGIB VIII, centered on institutionalized training in the private sector. The rationale behind such move is for the private sector to assume greater responsibilities in manpower development efforts since they are supposed to be the prime beneficiary of trained manpower. The Regional Office aims to maximize industry training to pool technical exercises and financial resources for manpower development purposes.

A total of 45 industry board trainees were conducted by member firms, regionwide, with a total of 1,015 graduates this year. In an effort to strengthen their respective organizations, the RPEWGIB implemented projects under the Training Contract Scheme. About two programs were conducted and one was deferred for 1985 due to the firm's shift in priorities. The Board also intensified its drive to strengthen their financial position by embarking on more fund-raising projects. It was able to derive ₱1,475.05 from the 10-percent proceeds of reimbursements from training contracts and another raffle is now ongoing with the draw expected to take place on the 10th of February.

Trade Skills Testing and Certification

Trade Skills tests were administered to workers to gauge the knowledge and skills against the established national standards for particular trades. The Regional Office targets to test at least 100 workers per quarter.

At year's end, a total of 498 workers were tested. Aside from workers, trade skills testing were also administered to NMYC graduates of industrial skills with institutional standards.

Training Standards and Learning Elements Development

With the expertise and experience gained from the guidance of CTADB personnel, a number of training standards and learning elements were developed this year.

Manpower Advisory Committee

In a move to rationalize and integrate manpower development programs, the Manpower Advisory Committee (MAC) was organized in Southern Leyte with Gov. Salvacion Oppus-Yñiguez as the Chairman. Her energetic leadership brought together representatives of various government agencies conducting training to draw up plans and to identify areas where these programs are to be conducted to avoid duplication but promote cooperation instead. Also, the Committee has come up with training priorities for the province of Southern Leyte, based on and in accordance with the criteria set by the members. At present, the Committee is working for a strategy to involve the private sector in the undertakings of the Committee.

Region IX

Another route to cost-reduction programs to sustain activities in strategic locations of the region was dramatized by NMYC-IX in the slogan contest with its prize-winning entry *"Kabuhayan ay Paunlarin, Pag-titipid ang Ugaliin."* Throughout the 1984 operations, the *pagtitipid* concept gained a strong redirection towards lower per-capita output.

During the year, significant headway can be readily observed in the ongoing support of the Australian counterparts in the development of the NMYC Heavy Equipment Training Center at PADAP, Pagadian City. It is acquiring and continues to acquire handtools and facilities in addition to the infrastructure improvement of the center. This build-up of capability reflects NMYC's effective thrusts in human resource development in the region.

Manpower Training

The economic crisis in 1984 brought to light a significant shift in manpower training in the region. For one, training within industry got a shot in the arm with the active involvement of the private sector, notably the Chamber of Furniture Industries of the Philippines, Zamboanga Chapter (CFIP) in its sponsorship of the Rattan Furniture Making Course; the Zamboanga Machine Shop Operators Association (ZAMASHOA) for its upgrading and supervisory programs, and Zamboanga Repair Shop Owners' Association (ZRSOA) for both basic and upgrading programs. These involvements attracted other industrial firms which have started developing linkages towards implementing programs for their workers. Assistance from the private sector in the sharing of facilities, handtools and equipment for training is a most welcome gesture. And the Sariling Sikap Program of government, particularly as operated in the barangay received the support of barangay officials, municipal and provincial executives, civic clubs and associations, in training for basic skills in food processing/preservation, tailor involving housewives, out-of-school youths, returnees and unemployed adults. Responding to the training requirements in the municipalities, mobile teams were dispatched to off-center locations. Special projects were implemented as a medium for manpower cooperation with the Provincial Government of Sulu headed by Governor Tupay Loong in coordination with the Hadji Butu School of Arts and Trades in Jolo, Sulu. In Zamboanga City, the NMYC Mini-Center continuously accepted out-of-school youths, returnees, and unskilled adults in its Muslim manpower development programs.

Coordination

Sustained coordination efforts during the entire year of 1984 provided continuing cooperation with local governments, private sector associations, private firms and religious organizations, in assisting with the implementation of manpower training for out-of-school youths and returnees, planning, research and guidance and allied services in human resources development. As a member of the Regional Development Council RDC), NMYC IX coordinates its activities with other line agencies involving barangay, municipal, city, provincial officials in supporting project operations, recruitment fundings, facilities and other similarly needed services.

Throughout the year the office has been very aggressive in the field of promoting guidance services to rural locations in cooperation with mothers' clubs and other parents' organizations. The support of media print, broadcast and TV-was highlighted by the NMYC-IX presentation of "Watch and Learn

A Skill," leading to an awareness and better understanding of NMYC programs.

Manpower activities in 1984, whether implemented with industry or in cooperation with barangays on Sariling Sikap objectives, were results of well-coordinated tie-ups.

Manpower Research and Planning

During the year under review, the following manpower plans and studies were conducted and completed:

1. Projected Supply of and Demand for Skills in Zamboanga City for 1983-87: An Analysis;
2. Study of the Critical Skills in the Furniture and Manufacturing Industry in Zamboanga City for 1984-87;
3. The Current Cost of NMYC Training in Region IX;
4. Participation of Muslims in NMYC Basic Skills Training Programs in Region IX;
5. Critical Skills in the Shellcraft Industry in Zamboanga City, 1984-87;
6. Regional Manpower Plan for Western Mindanao for 1983-87;
7. Provincial Manpower Plan for Zamboanga del Norte for 1984-87;
8. Sector-Specific Manpower Plan for the Furniture Manufacturing Industry in Zamboanga City for 1984-87; and
9. Sector-Specific Manpower Plan for the Shellcraft Industry in Zamboanga City, 1984-87.

The above studies and plans were used as inputs in the development of program/projects in the region.

Manpower Guidance

During the year, manpower guidance services have been strengthened through the holding of career information sessions, symposia and other counselling activities. This career information drive was carried out for mothers in eight sessions and 16 career-pathing sessions for trainees in various courses. Locally produced occupation information series were also distributed. Meanwhile, career nooks were established and maintained to sustain the interest of the youth in manpower activities. Training induction as well as job induction programs were organized for trainees in basic skills both in the mini-center operation and in the off-center programs. In the process, broadcast and print media (TV) were utilized to spread to the mass audience the different manpower services. Entrants to manpower skills training programs were also assisted with client assessments tests. This include applicants at the Heavy Equipment Training Center at PADAP, Pagadian City. The NMYC also assisted in testing the applicants for the Pilipinas Shell Foundation Scholarship Program.

DEPARTMENT OF
SERVIC
AND NON-FORMAL EDUCATION
ZAMBOANGA CITY

Making "Kabuhayan ay Paunlarin . . ." more than just a catch-phrase

Staff Development

Staff development gained a stronger boost with the holding of orientation and workshop covering all aspects of the NMYC thrusts in the region. Initiated by the Regional Director himself, the activities ran for three weeks between work schedules. A discussion-workshop method was employed whereby all division and section activities were examined in their relation to the objectives of NMYC in the region. The exercise provided a better opportunity for the staff to appreciate more fully their role and relate it to the requirements of the section or divisions where they belong. Office problems were threshed out and clarified and a better understanding of accounting and auditing rules and regulations was arrived at.

Trade Testing Program

The results of tests conducted during the year at different sites in the region are shown below.

TABLE 22

	Trade Test	Number Tested	Number Passed
1.	Company-Sponsored (Standard Trade Test)	26	02
2.	Scheduled Trade Test (Proficiency Test)	11	10
3.	NMYC-World Bank Training Contract (Standard Trade Test)	201	64
4.	NMYC-World Bank Training Contract (Proficiency Test)	231	145
	Total:	469	221

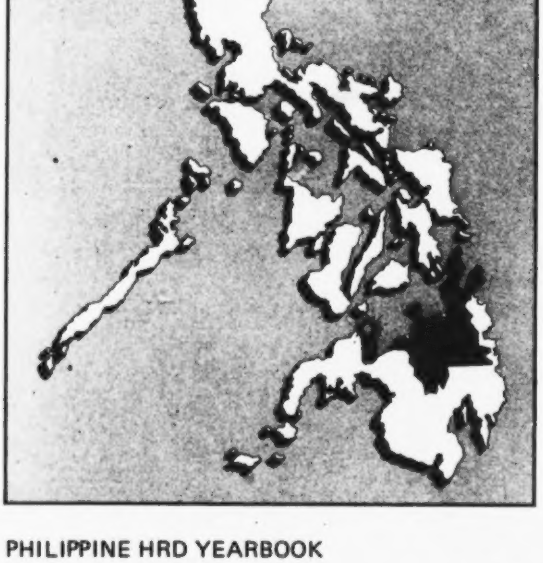
Region X

Regional Manpower Development Office No. X started its 1984 operations in an environment of crisis. This was brought about by the increase in oil price, the devaluation of the peso, the confrontation of ideological groups, the spiralling basic commodity prices which adversely affected priorities, and the expenditure options of both our major partners (government agencies and the private sector) in manpower development and our clientele groups.

Taken together, all these factors have restricted our ability to spend as well as our ability to move personnel and to provide the necessary support for their respective activities. Still, such obstacles and constraints did not dismay the RMDO-X staff and personnel in its varied pursuits.

Training

For 1984, NMYC-X conducted various training projects under the agency's seven major program classifications, serving some 10,105 out-of-school youths and unemployed adults in the region or some 14.93 percent lower than the output of last year. The quarterly reduction of manpower training operating expenses, coupled with the ban on hiring of casual and contractual employees which resulted in the termination of all Provincial Manpower Development Coordinators on contract basis, were the major factors in the slump in training output.



In anticipation of continuing financial difficulties in the succeeding years, the self-reliant or Sariling Sikap scheme was introduced and adopted in most of NMYC-X's major programs and projects. The KB-NMYC Training Center, along with its satellite centers in the five (5) municipalities located near the regional office which composed the in-center training, produced a total of 1,245 graduates or 12.32 percent of this year's total output. The municipalities include Tagoloan, Villanueva, Claveria, Jasaan and Balingasag. Courses offered: automotive mechanics, building electrician's course, industrial technician, stenography and typing. Cottage industry and agricultural courses were also conducted to give way to the demands of the residents of the PHIVIDEC area and the neighboring municipalities.

Manpower Coordination

Coordinative effort was made not only to firm up project tie-ups and encourage both private and government entities to further their involvement in human resource development activities, but also to introduce the graduates in the actual world of work under the Industry Immersion Scheme. Under this scheme, big firms like the Pilipinas Kao, Inc., the Philippine Sinter Corporation, the Steniel Manufacturing Corporation and other manufacturing firms agreed to allow at least three (3) NMYC training graduates each trade area to undergo a three-month, on-the-job training in their respective plants.

VOCTECH Network Program

The VocTech Network Program as envisioned under Executive Order No. 940 was launched in the region in July, 1984. A mail survey of training resources and expertise was conducted, covering 25 vocational/technical training institutions throughout the region to identify training capacity and priority program area of cooperation. An analysis of survey results and publication of a Directory of VocTech training institutions will be out in the first quarter of 1985.

A Memorandum of Agreement on the voluntary sharing and cooperation was signed by six training institutions, namely:

1. Don Mariano Marcos Memorial Polytechnic State College of Northern Mindanao, Cagayan de Oro City
2. Center for Industrial Technology, Xavier University, Cagayan de Oro City
3. Northern Mindanao Technical Institute, Cagayan de Oro City
4. RM Technical Institute, Gingoog-Butuan-and Surigao City branches (Institution with 3 branches in Region X)
5. Surigao del Norte School of Arts and Trades, Surigao City
6. Central Mindanao University, Musuan, Bukidnon.

Planning

Manpower planning in the region looks closely into the critical factors and their interrelationship with other development dimensions that will promote maximum effective utilization of human resources to achieve a balanced agro-industrial development in the region. The updated 1983-1987 Regional Manpower Plan embodies the long-term primary objectives of economic growth, full employment and equitable distribution of income and wealth. With the vigorous support of the City Mayor of Cagayan de Oro, Hon. Pablo Magtajas, the Cagayan de Oro City Manpower Plan is due for completion by the end of this year.

Research

In order to provide vital information as a rational aid in decision making and replanning purposes, evaluation and monitoring activities were undertaken.

1. Impact Evaluation of the Electrical Trades Training Program of the Rural Electrification on Migration.

Using secondary data, the training program and theoretical studies on migration, the study proved that an efficient and relevant training program integrated with the community development program would be a "pull" factor for out-migration. This was jointly supported by the National Manpower and Youth Council, Region X and the Population/Development Planning and Research Project (PDPRP) under the NEDA. The PDPRP is aimed at integrating population dimension in development planning and implementation.

2. The output from monitoring the training activities of other agencies served as a basis for regulating and determining areas of coordination so as to effectively implement manpower development programs in the region.

3. Assisted the PDED in the conduct of Impact Evaluation of NMYC's 1980 Basic Skills Training Program in Region X. Basically, this evaluation study is geared towards assessing whether training has resulted in changes or modifications consistent with the objectives of the training program, and more importantly, to see if the results achieved can indeed be attributed to the program.

Manpower Guidance Services

The manpower guidance services aimed at enhancing the client's employability by way of developing positive work attitude and higher self-evaluation were given to NMYC-X trainees as well as to other segments of the population in the region. The major activities undertaken include the following:

1. Career Information Development
2. Career Development Activities
3. Work Motivation for Mass Audience
4. Manpower Motivation Sessions
5. Assessment and Counselling
6. Manpower Guidance Research; and
7. Special Projects

Career Information Development

Career Information Development activities for CY 1984 were characterized by dissemination, rather than production of occupational information series brochures. Brochures that were previously produced were disseminated. There were 11 OIS developed this year.

Two career development softwares were produced and currently being utilized in some career development activities by the target clientele. One is "Wanted: A More Harmonious Relationship for Greater Productivity and Career Development (for industry setting)," and the other is "Career Development Software to Enhance Career Decision Making." An occupational/career information session was conducted with 88 participants to assist them in their skills-training placements.

As background information to the establishment of the Municipal Careers Development Project (MCDP), briefings and symposia for community leaders were conducted among municipalities with an average of thirty (30) community leaders attending each session. Job induction programs were conducted for 1.525 training participants in the industrial skills-training program.

Work Motivation for Mass Audience

Print and broadcast media were mainly used in disseminating news on special projects and training, as well as non-training activities. Likewise, features such as the MCDP and success stories were utilized as motivational materials for work motivation and for mass audience.

Manpower Motivation Session

Manpower motivation sessions were conducted to instill positive attitude towards work and blue-collar jobs. Motivation for blue-collar job sessions were conducted for 648 out-of-school youths and social intermediaries. A symposium entitled, "Blue-Collar Work: Its Importance to the Philippine Economy," was conducted with 214 out-of-school youths, unemployed adults and youth's social intermediaries.

For the prospective training participants, Training Induction Programs were conducted to maintain interest and thus assist them optimize their opportunity for learning and skills acquisition in their training experience. Some 1,312 training participants were beneficiaries of such services.

Assessment and Counselling

The Training Aptitude Tests and Power Tests were administered for 651 individuals for their skills-training placement in the various industrial skills training programs. In councelling activities, individual and group counselling activities were undertaken with training participants to assist them during their training. The counselling models used were Reality Theory Therapy, behavioral techniques and rational emotive therapy.

Manpower Guidance Research

The main activities were undertaken in the area of guidance research. First, pilot testing of the hotel and restaurant brochures, construction industry brochures and guidebook for Science and Technology careers. The other one was a correlation study between the trade test and power test.

Special Projects

The special project implemented in CY 1984 involved the establishment of the Manpower Career Development Program in 5 municipalities of Misamis Oriental and one in Bukidnon. These municipalities are Opol, Balingasag, Manolo Fortich, Manticao, Naawan and Quezon.

Trade Skills Standards, Testing and Certification Program

A total of 319 workers and 375 graduates of NMYC skills training were tested. Of those tested 218 or 3.41 percent passed, of whom 53.67 percent were NMYC training graduates. Trade examinations were conducted in various parts of the region.

Similarly, proficiency tests were given to some 51 walk-in applicants of whom 46 or 90.20 percent passed.

A Regional Trade Testing Board (RTTB) was formally established on July 6, 1984 during a luncheon conference, with NMYC Regional Director Turrecha elected as Chairman. The fully regionalized Trade Testing and Certification Program made a significant contribution to the overall effort of the Council to bring the program closer to the people, especially to the skilled workers who seek to be certified in their trade practice.

Industry Board

A Power Brigade (electricians' course) was conducted at Balibayan District II, Surigao City by the Surigao del Norte Electric Cooperative (SURNECO), producing a total of 36 graduates. The Power Brigade training course is a project of the Regional Power, Electricity, Water & Gas Industry Board (RPEWGIB).

Batarisan

Eight private shops/firms participated in the Batarisan projects, producing a total of 49 graduates. The projects were undertaken during the period from February to August 1984. Courses include machine shop, welding, automotive mechanics, milling machine operator, electrical rewinding and sales-clerk training.

Region XI

To produce quality graduates has always been the goal of NMYC-XI's training. To do this, different services have to be strengthened such as Manpower Guidance, Trade Testing and Certification, Planning and Research, and conduct of Trainor's Training and the design of proficiency tests for courses for which no trade tests have yet been developed.

Manpower Guidance in training includes client assessment prior to training, career counselling services not only for the OSY's but also for in-school youths (ISY), along with motivation sessions wherein training induction sessions and job induction sessions are conducted. To intensify these activities, even outreach program provide these services through provincial coordinators.

A recent motivation campaign launched in the region made full use of television as well as other mass media to encourage the youth to channel their interest towards technology-oriented occupations which are increasingly in demand in industry and the economy. "Para sa Inyo, Population Reach Out" is a regular program for the youth produced by the NMYC-Region XI in coordination with POPCOM XI. This is supplemented by news releases and advertisements carried on television and radio stations in the region.

Another major achievement of the Office was strengthening its relationship with the local governments. Through this NMYC was able to secure commitments from local officials to pursue manpower development in their localities. These arrangements call for joint efforts in the conduct of training programs, with the local governments providing funds and other facilities and the NMYC providing technical and administrative assistance as well as monitoring services.

Manpower plans and studies were also made in consonance with the need to realign manpower development plans with new realities and the new thrusts in national development priorities.

A new learning Modules for Employable Skills (MES), has been started last October 1984 with RMDO XI's CTDDA Staff and selected participants from vocational and trade schools in the region in attendance. The module aims to instruct trainees through self-administered supervision of instruction.

A total of 15 training contracts were approved costing ₱229,791.00.

A Seminar-Workshop on Customer Relations and Collection Efficiency was conducted by RPEWGIB-XI under the Training Contract Scheme of the NMYC-WB Vocational Training Project. This is a highly laudable project which earned the praises and commendations of the different electric cooperatives and water districts of the region.

Lastly, NMYC-XI is an active member of *Panawagang Bayan*, an inter-agency project undertaken by the Association of Regional Executives of National Agencies (ARENA) to facilitate the people's access to public information and participation in government program.

Training

At the end of 1984, Region XI surpassed its training target of 10,000 out-of-school youths (OSY) and unemployed adults by 305. In other words, total output of the Region was 10,305 graduates.

The training programs implemented fall under three categories, namely: Basic Skills Training, Skills Upgrading, Supervisory and Trainors Training. Under Basic Skills Training, such projects as Domestic Helpers Course and Ability Maintenance were also conducted.

Among the graduates, 8,774 were trained under the Outreach Training Program which was broken down into: Off-Center – 7,532, Batarisan – 1,137 and Industry Board – 105. The Regional Manpower Training Center (RMTC) had 1,206 graduates and World Bank with 325 graduates.

Outreach Program

Provincialization of the training program in Region XI is clearly reflected in the increased involvement of the 5 provincial and 2 city governments, which produced 8,774 graduates. A total of ₱310,000 in counterpart funds were raised by 4 provincial administrations, with Davao Oriental contributing ₱50,000, Davao Norte, 80,000, Surigao del Sur, 80,000, and South Cotabato 100,000.

Project proposals for counterpart funding amount to ₱100,000 each for Davao City, Gen. Santos City and Davao del Sur.

Private firms and civic organizations were tapped and their assistance came in the form of donations, supplies, training venue, materials and placement of graduates.

Batarisan

Some 20 new private firms/companies participated in the training programs for the year in review. The amount of ₱1,160,165.30 was availed of as contribution to Batarisan implementation for trainees allowance. A total of 1,137 trainees graduated from the program and about 100 were recommended/absorbed for permanent employment. An *ad hoc* committee was also created to evaluate this program, the result of which will be used to improve on the approaches and strategies for greater impact and quality output.

Industry Board

The reactivated industry board (RPEWGIB) has added four (4) member firms for a total of 16 firms, i.e.: 6 from light and power; 8 from the water district; 1 private association and 1 gas company.

Meetings are held regularly every first Saturday of each month. Seminars have been conducted for the year in review, with a total funding of ₱152,247.14 of which ₱64,247 is subsidized by the World Bank.

Regional Manpower Training Center

RMTC Davao is the first training center outside Metro Manila to conduct a Seminar-Workshop on Module of Employable Skills (MES). This resulted in the completion of 12 learning elements.

TABLE 23

TRAINING PROGRAMS

	Course	Training Cost
a)	Warehouse Operation and Management Seminar Workshop Seminar Workshop – RPEWGIB XI	₱ 33,000.00
b)	Basic Supervisory Development Course World Bank	12,092.48
c)	Lineman's Training Course World Bank	11,154.66
d)	Lineman's Training Course RPEWGIB	45,000.00
e)	Customer Relations and Collection Efficiency Seminar-Workshop-World Bank	41,000.00
f)	Defensive Driving Seminar (skills upgrading Course) RPEWGIB XI	5,000.00
g)	Occupational Safety and Heavy Course RPEWGIB XI	5,000.00
		₱ 152,247.14

Basic Industrial Skills Training Program was conducted on the following courses: Auto-Mechanics, Auto-Electricity, Industrial Electricity, Electronics, Machine Shop, Welding and Building Construction.

Along with the BISTP was the successful launching of the Re-entry Plan on Trainors Training Program by the Canedcom and British Council Fellows.

The RMTC staff, together with the MGSD, conducted Training Induction Program, Training Value Inventory Development Exercise, Job Induction Program and Career-Pathing Sessions. Its regular function of recruitment, examination and interview of applicants for PSFI and regular courses was also intensified.

The Trade Skills Standard Testing and Certification Program has been regularly implemented. Trade testing for non-RMTC graduates or walk-in participants was given in the following trade areas: Industrial Electricity, Barangay Electricity, Auto-Mechanics, Auto-Electricity, Lineman and Building Wiring.

World Bank

A total of 15 firms from 5 sectors (Wood Products, Metals and Engineering, Hotel and Restaurant, Construction and Power and Electricity) availed themselves of the Training Contract Scheme. Graduates totaling 325 are distributed on the 3 training levels: Basic – one program, Upgrading–10 programs and Supervisory – 4 programs. Total amount spent for the training was ₱299,791.00 of which ₱221,154.41 was subsidized by NMYC.

Planning and Research

Manpower development programs evolve through Planning and Research. As National Development Plans change, so will regional plans which call for redirection to align them with the new government thrusts established for the year. Significant activities were undertaken by this division. However, all activities were done through inter-agency planning and consultation.

The planning section came up with 3 manpower development plans, to wit:

1. Surigao del Sur Manpower Development Plan; and
2. Davao Oriental Manpower Development Plan
3. Davao Province Manpower Plan.

The section also came up with a concept paper on the "Institutionalization of Manpower Planning on the Local Level" during the second quarter. Revision of the RMP 1983-1987 is ongoing.

Seven research studies were simultaneously launched at the beginning of 1984 in coordination with Ateneo de Davao University.

The following studies have been submitted:

1. Profile of OSY and UA in Davao City;
2. Profile of OSY and UA in Surigao del Sur; and
3. Survey of Manpower Requirements and Training Capabilities of Small, Medium and Large Establishments in Davao del Norte.

The staff also conducted "A Study on Secondary Guidance Counselors in Davao City: Their Profile and Delivery System on Students Vocational Development" in coordination with the Manpower Guidance Division.

A project proposal entitled "An Integrated Approach to the Madrasah Educational And Training Accredetation Scheme" was jointly approved for implementation by MECS. OMACC and NMYC-Region XI.

In coordination with the Program Development and Evaluation Division, Central Office (PDED), an Impact Evaluation of Basic Skills in Region XI was conducted. The PRD also assisted in conducting an interview in relation to the study on "Politics on Export Labor." Too, it spearheaded the evaluation of the Batarisan In-plant Skills Training Program, Davao City.

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Manpower Guidance

Outside Metro Manila, Region XI pioneered in the use of live TV ads for its promotional activities. The region was able to produce 4 live ads, namely: 1) Patriotism; 2) Prevention; 3) Survival; and 4) Testimonial. All of these are focused on the value of blue-collar jobs and these are regularly shown through Channels 7 and 13. A video tape featuring RMTC Davao was also produced. These tapes are presented during motivation sessions and other career-guidance activities.

The Division translated 58 OIS into the local dialect and printed 6,100 copies of information and career-development materials which were distributed during TIP, JIP and other sessions. Career guidance sessions were conducted for some 2,061 graduating students of the city and barangay high schools. Harmonious linkage with the broadcast and print media resulted in 32 press releases, the airing of NMYC jingles, radio bulletin series and soap operas to some 30 radio stations over the region – produced in coordination with the National Media Production Center.

A tie-up program with the POPCOM resulted in a weekly TV Show "Para Sa Inyo" which stresses responsible parenthood and skills training. Client testing and assessment was given to 837 trainee-applicants, 86 of whom were World Bank trainees. For the last quarter, recruitment, examination and interview of some 100 PSFI applicants and 500 regular RMTC trainee-applicants were conducted. These invention models were developed in the region. For careers information and development, MGSD regularly administered Training Value Inventory Development Exercise, Career Pathing, Training Induction and Job Induction Programs.

In coordination with the Careers Development Division, an impact evaluation survey was conducted on 243 respondents. For a special manpower guidance program, an innovative approach was the use of music as a medium. A live concert, "This is it," featuring popular singing stars and a TV production "Music in Motion" were presented.

A total of 13 special programs were implemented with emphasis on TV programs which included dramas, interviews and quiz shows.

A poster slogan contest, manpower corners, guided tours were additional strategies used to redirect values of various clientele groups.

Region XII

During the year, 10,135 youths and unemployed adults benefited from the agency's in-center and outreach training programs. More than half of these graduates trained in production and related skills while about 30 percent were in agricultural training programs. Most of the graduates were trained at the Regional Manpower Training Center in Iligan City or through its outreach program in the province. The Pilipinas Shell Foundation, Inc. (PSFI) sponsored a total of 150 deserving scholars in three basic and two upgrading courses at RMTC-Iligan, and two basic courses at the Madame Imelda Romualdez Marcos Manpower Training Center in Cotabato City. Several government agencies and private establishments were generous in their support of the programs of the agency. Without them, it would not have been easy to accomplish what the NMYC did in 1984.

In the area of planning, four local plans were completed, including the year's Operational Plan. The other plans were the Program/Project Component of the Central Mindanao Four-Year Development Plan 1984-87, a Sector-Specific Plan 1984-88 for Construction, and the Cotabato City Manpower Plan 1984-88.

In research, five surveys/studies were made. One current issue research was the study on Critical Skills for Cotabato City and Iligan City. Institutional researches completed during the year were the Cotabato City Manpower Supply Survey, a Survey of Skilled Manpower in Construction Establishments, and An Analysis of Cotabato City Manpower Supply and Demand. These studies will be useful in identifying training needs and developing relevant programs.

Two agricultural programs were developed as part of the RMDO's program development activity, an impact study was made on the Basic Skills Training Programs of the Regional Manpower Training Center.

The Manpower Guidance Program of the Office reached 20,490 clients in 1984. This program included career development and information, work motivation for mass audiences and trainees, media promotions, client assessment and counselling, placement and monitoring, researches and special projects. Career information centers were put up

in some municipalities and career materials were translated into Pilipino and Maguindanao for easier understanding. Manpower promotion made good use of local television and radio stations as well as the local papers. Clients assessed and tested reached 3,489, while a placement and monitoring scheme served 307 people. A counselling model called Reality Therapy Technique was developed. Evaluation and pilot testing for the Science and Technology Guidebook, and brochures on the hotel and restaurant, and construction industries were in support of a research project being done by the NMYC Central Office. Eight special projects were implemented during the year.

In Trade Skills Standards, Certification and Development, 1,457 graduates and walk-in applicants were tested in various trade areas. Of this number 837 were found to be qualified for certification. The development of learning elements and other instructional materials was also another activity which was given attention by NMYC-Region XII.

The Training Contract Scheme of the NMYC-World Bank Vocational Training Project produced 339 graduates, including 123 who trained under the Regional Power, Electricity, Water and Gas Industry Board (RPEWGIB) in 17 courses of varying levels. All told, the training activities of the RPEWGIB produced 313 graduates.

Aside from trying to meet operational targets, the agency did not overlook its Staff Development Program because it believes in continuous upgrading for competence. This was undertaken, however, on a limited scale with only a few selected personnel being sent for training and seminars because of financial limitations. Sports and social activities were occasionally undertaken to foster closer relations between employees and other agencies.

Training

The regional office turned out a total of 10,135 graduates from the various training programs conducted in its in-center and out-center operations. Although this total represented a 4.5-percent decline from the 1983 output, it nevertheless exceeded the target of 10,000 graduates set for the year.

Some 32 percent, or 3,223 graduates, had their training in the Regional Manpower Training Center (RMTC) in Iligan City or though its outreach training in Lanao del Norte and Lanao del Sur, the Training Contract Scheme, and the Pilipinas Shell Foundation, Inc. (PSFI) scholarship program. The Madame Imelda Romualdez Marcos Manpower Training Center in Cotabato City had about 7 percent or 713 graduates, while the NMYÇ-administered mini-training center in Midsayap produced 120 graduates. Other centers in the Cotabato area shared the bulk of 61 percent or 6,199 graduates.

Lanao del Norte and Iligan City led the provinces and cities in terms of output, with 2,657 graduates or about 26 percent of the total figure. It was followed by Sultan Kudarat with 1,754, or 17 percent and by Cotabato City with 1,711 graduates.

The outputs of each province and city differ in terms of program classification. Cotabato City and the two Lanao

TABLE 24

Output By Province/City Per Program
CY 1984

Province/City	Professional	Administrative	Clerical	Sales	Service	Agriculture	Production
Cotabato City	–	224	–	–	118	49	1,320
Maguindanao	68	33	25	–	74	1,334	160
Sultan Kudarat	–	20	–	–	43	919	772
North Cotabato	–	83	–	–	80	539	441
Lanao Sur	–	–	–	–	–	219	414
Marawi City	–	–	50	–	–	–	493
Lanao Norte	–	–	–	–	–	–	326
Iligan City	117	–	29	180	26	–	1,979

provinces, including its cities, had the most number of graduates in the production skills. Maguindanao had a marked bias for agricultural skills. And Sultan Kudarat and North Cotabato exhibited a more or less balanced distribution of graduates in agriculture and production-skills programs.

The Pilipinas Shell Foundation, Inc. (PSFI) included RMTC-Iligan and MIRMMTC in its *Sanayan sa Kakayahang Industriyal* (SKIL) Program benefiting 150 deserving scholars. PSFI sponsored these youths to train at these centers in Lathe Operation, Building Wiring Installation, Welding & Pipe Fitting, Gen. Automotive-Mechanic, and House Wiring Electricity for the basic courses and Automotive-Mechanics, and Industrial Electricity for skills upgrading.

Generously supporting the training efforts of the agency were 28 government and private entities which gave assistance in the form of honoraria or donations of used engines and supplies worth a total of ₱233,980. Most of the contributions were made by the private sector, particularly DBC Machineries, JEARCO Builders, Inc. and Ministry of Muslim Affairs, Region XII, the Ministry of Agriculture Elementary and Barangay High School, North Cotabato, and Philcorp/Bisnon Electrical Services in Cotabato City.

In view of resource limitations and financial constraints, replanning and reevaluation became a matter of vital importance for the agency in 1984. The continuous reassessment of the agency's services and delivery systems vis-a-vis the needs of its clientele and the region was therefore given primary consideration in planning, research, program development and evaluation.

Planning

A program/project component of the Regional Manpower Plan (RMP) for 1984-87 was completed. This paper contains specific programs and projects that the office proposes to undertake during the plan period. Another plan developed during the year was the Sector-Specific Plan for Construction, 1984-87, which covers specific programs/projects, analysis of training needs, program thrusts and possible problems to be encountered by the sector. Completed, too, was the Cotabato City Manpower Plan, 1984-87.

Research

A number of significant researches were undertaken by the regional office in 1984. One was "A Survey of Demand for Skilled Workers in Construction Establishments," which covered present employment, future personnel requirements, manpower training programs, recruitment policies and problems of the construction establishments in the region.

The Central Mindanao Area Skills Survey Phase I (CMASS) results for Cotabato City were analyzed and printed under the title "Cotabato City Manpower Supply Survey" (CCMASS). Although the CMASS I was conducted in 1980, there was still a dearth of information on the characteristics of the labor force in regard to occupation, skills and other pertinent data at the city or municipal level. As the regional seat of Central Mindanao, Cotabato City was considered as the most logical place to begin a project of this kind.

Another study completed was the "Survey of Demand for Skilled Manpower in the Establishment Level-Cotabato City." This was started in 1983 to determine the demand for skilled laborers in various establishments in the city. A component of CMASS Phase II, this survey supplements the findings of CMASS I for Cotabato City.

Program Development and Evaluation

Two programs were developed during the later part of 1984: the "Integrated Agricultural Skills Training Program," which is expected to be implemented in the five provinces of the region, and "Animal Skin Bark Training" for the people of Maguindanao.

"An Evaluation of Basic Skills Training Programs of the Regional Manpower Training Center" was completed during the year to determine the impact of the RMTC on basic-skills training in the region.

In all its planning and development activities, the agency counted on the support of the NCSO, NEDA, MOLE, Cotabato City Development and Planning Staff, Ministry of Trade and Industry, and various construction establishments in the cities of Iligan and Cotabato.

Manpower Guidance

Some 20,490 clients were reached by the regional office's manpower guidance activities through career information and development sessions, work motivation for mass audiences and trainees, client assessment, placement and monitoring, researches, and special projects. Career information centers were put up in four selected municipalities of the region. Among the materials displayed were translated copies of *Pagbubuwag Sa Mga Balakid ng*

Walang Karanasan, and *Mga Makabagong Pamamaraan ng Pagpaplano ng Karera, Sa Labas at sa Pagbabago ng Teknolohiya*. Five hundred copies of each of the material, both in Pilipino, were printed for distribution. Occupational Information Series (OIS) in Maguindanaon and Pilipino were reproduced. A thousand copies of information materials in English for parents were also made available. RMTC-Iligan also came up with Information Series No. 6.

In Manpower Promotion, information dissemination was intensified through the print and broadcast media. Radio Stations DXWG, DXIC and DXMI in Iligan City, and DXRO and DXMS in Cotabato City, lent constant support to NMYC.

Under Guidance Research, RMDO XII assisted the Central Office in the evaluation of the *Science and Technology Guidebook* by getting 63 respondents. Another group of 30 respondents was also approached for the evaluation/pilot testing of brochures on the Hotel and Restaurant and Construction Industries. A new counselling model was developed and implemented by the Regional Manpower Training Center using the Reality Therapy Technique. And a model developed at the Central Office has been tested and evaluated by the RMTC staff. Placement and monitoring activities consisted of referrals of graduates to industries for on-the-job training. A total of 307 clients were accommodated in this manner.

About 3,489 trainees in RMTC-Iligan, MIRMMTC and a few outreach centers were the subjects of client assessment exercises. Exempted from taking tests for screening purposes were workers trained under tie-up/on-the-job programs for construction firms, those who availed of the retraining scheme, and those who took skills upgrading immediately after graduation. In the last quarter of the year, 750 applicants to the PSFI scholarship grants for 1985 were administered training literacy, occupational literacy and training numeracy tests.

Eight special projects were undertaken during the year. A Poster-Slogan Contest was conducted to promote blue-collar occupations, with 16 youths participating. In coordination with the Ministry of Labor and Employment and NEDA, a symposium on "Employment Prospects in the '80s" was held. It was attended by 476 graduating students from different universities and colleges of North Cotabato and Cotabato City. A

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Leadership Training course was also given to 99 young students to develop their leadership potentials and create among them a greater awareness of the various programs of the government. Another special project was a seminar on "Career Development and Work Motivation in Industry," aimed at promoting productivity among workers in the industrial sector, specifically the utilities industry. "Accelerating Human Development Through Value Formation and Career Development" was designed to prepare the youth for work through the development of proper attitudes and value-orientation/formation. Career Development Services for 202 PSFI Scholarship applicants, Career Guidance Symposia, and Career Development Program for the Youth were also among the special projects undertaken during the year.

TABLE 25

Trade Test Results By Trade Area

CY 1984

	Tested	**Certified**
B.W. Electricity	259	175
Automotive Mechanics	429	234
Auto Electricity	52	46
Refrigeration & Air conditioning	33	18
Electric Arc Welding	210	97
Lathe Operation	147	80
Barangay Electrician	102	73
Consumer Electronics Mechanics	146	60
Plumbing	56	39
Industrial Electricity	23	15
Total	**1,457**	**837**

Trade Skills Standards, Certification and Development

Graduates and walk-in applicants taking trade tests reached 1,457 in 1984, slightly higher than the 1983 level of 1,443 examinees. The preparation of those who passed the tests increased to 57.4 percent. RMTC-Iligan tested 984 persons and certified 609 during the period in review. Its certification rate of 61.9 percent was consistent with the upward trend noted since 1980. MIRMMTC, on the other hand, posted a 48.2-percent passing rate. Efforts to ensure quality training contributed to this improved performance of those who took the trade tests.

Although most of those who took the tests were in Automotive-Mechanics at 429, the highest certification rates were achieved by those in Auto Electricity – a pattern consistent with that of the previous year. Workers tested in Lathe Operation and Plumbing had a 50-percent rate of passing, while those who took Consumer Electronics Mechanics and Electric Arc Welding fell slightly below the 50-percent mark, although the latter made some significant gains in performance.

In Training Materials Development, a learning element entitled "Identifying Types of Micrometers and Their Uses" was developed as training aids in the Machine Shop, Mechanical and Electrical Trades.

Training Contracts

To strengthen the NMYC's (representing the government) partnership with industry through the World Bank Vocational Training Project, the Training Contract Scheme was vigorously pushed. Twelve firms, including RPEWGIB-XII, availed themselves of this program and produced a total of 339 graduates in 17 basic, upgrading and supervisory courses.

The total training cost approved by the Project Management Unit was ₱320,515.83. Participating firms were reimbursed 70 percent of this cost after graduates were given trade tests and proficiency or competency-based tests.

Industry Board

The Regional Power, Electricity, Water and Gas Industry Board (RPEWGIB-XII) implemented 11 training programs within the year from which 313 trainees graduated. Four of these programs were covered by the Training Contract Scheme at a total approved training cost of ₱124,928.48. These TCS programs accounted for 123 graduates.

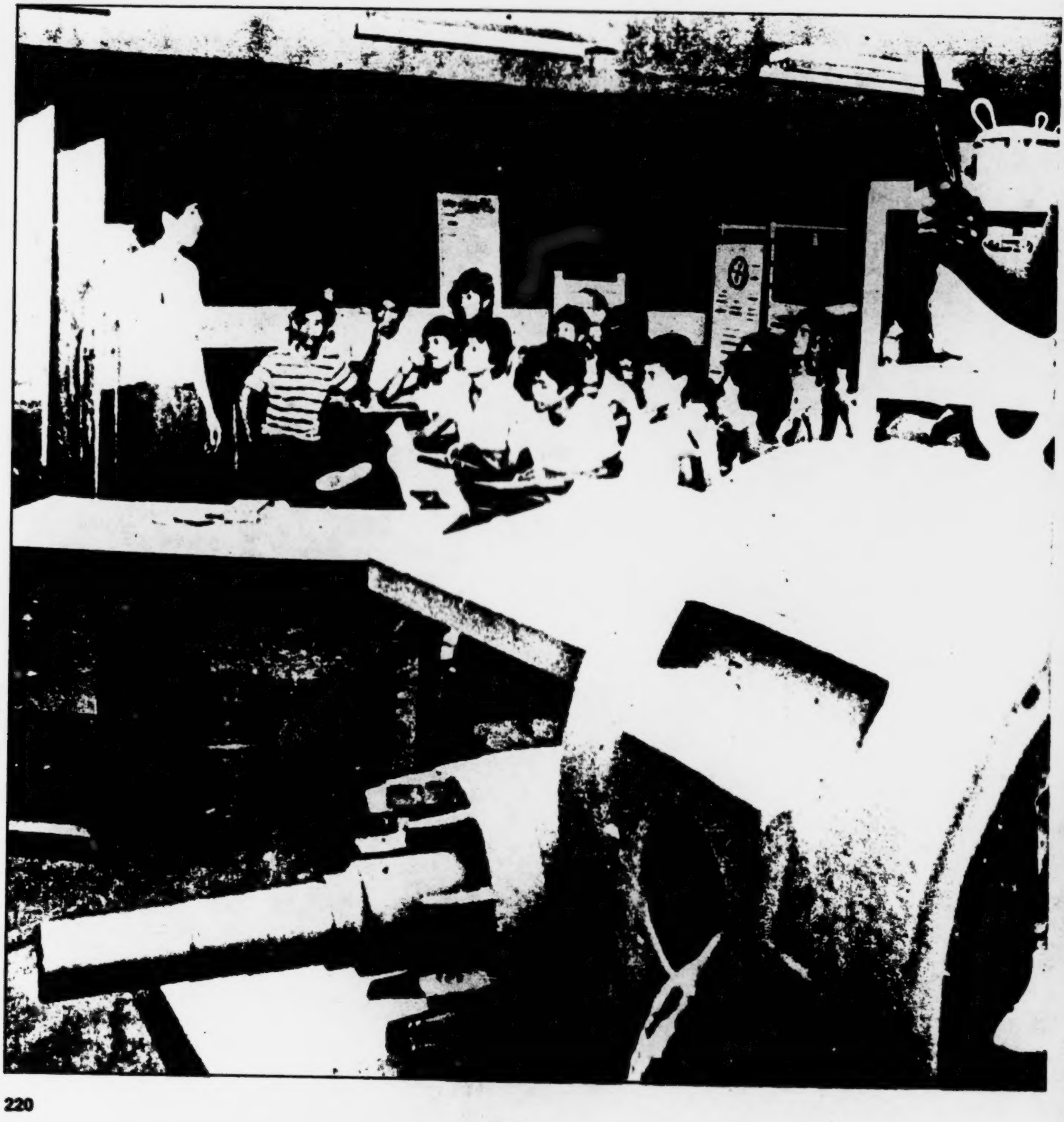
The board regularly met during the year, leading to stronger and more pleasant relations between member firms. The growing interest in the board's activities enabled it to raise ₱18,656 from contributions and other income-generating activities.

Staff Development

In line with the agency's objective of professionalism and improving its services, 38 officers and employees attended selected training seminars and management programs. Two technical personnel got fellowship grants to the Trainors' Training Course in Toronto, Canada.

Part Six

HRD AND THE NMYC



NMYC— Spearhead for Human Resource Development

Development begins not with goods produced but with people. Whether in a small backyard enterprise or a large industrial conglomerate, on the community or the national scale, advancement results through the deliberate, forceful and sustained effort of people to produce.

It is in this light that people are viewed as the single most important resource of any organization, business firm and the economy in general.

Starting up the process of production depends, however, on the enjoyment by people of two complementary social conditions. First, that every man is provided with the basic needs of life – food, decent clothing, adequate shelter and minimum educational attainment. Second, that each citizen's right to work is safeguarded and promoted to continually improve his living conditions. For the satisfaction of his basic needs consequently frees man to use brain and brawn for production. Conversely, productive employment enables him to work towards the permanent satisfaction of his basic needs.

This fundamental philosophy constitutes the essence and purpose of the National Manpower and Youth Council. Conceived on March 19, 1969 under the Manpower and

A rational network where citizens contribute to national progress.

Out-of-School Development Act, it has been tapping the potentials of Filipino men and women, equipping them with appropriate skills required by the country's growing economy, and setting up a rational network by which every citizen can contribute to national development and progress.

As the government's lead agency for manpower development, NMYC coordinates all training activities in the private and public sectors, initiates manpower plans and guidance programs, and conducts skills upgrading courses to meet three broad objectives:

- promote employability and productivity of workers,
- assist in employment creation, and
- enhance the character of the Filipino worker.

The passage of the New Labor Code on May 1, 1974 vested in NMYC the greater responsibility of spearheading the total human resources development in the country. Today, the Council's arduous task is not merely to promote employability or train out-of-school youths in necessary work skills. More importantly, it addresses the pressing need to align and prepare human resource capabilities with the government's broader economic and social development program.

To realize this added responsibility, NMYC offers a package of programs in the form of ongoing services for individuals, business firms, government offices and private institutions, organizations and sectors. Broadly, these programs and services are classified as:

- manpower planning and research,
- manpower training,
- curriculum and training aids development,
- skills standards, testing and certification,
- industry manpower development,
- manpower guidance and counselling.

At the same time, the Council secures technical and financial support from foreign experts and specialized institutions in human resources and manpower development to expand and improve its various programs. A regionalization project was completed in the early '70s with the help of the United Nations Development Program/International Labor Organization. Underway, meanwhile, is a vocational training project funded by the World Bank for present and potential industry manpower needs.

Relevance, efficiency and economy have characterized NMYC's efforts to spearhead human resource development in the country. Todate, it has trained over a million workers and out-of-school youths, trade-tested 61,216 skilled laborers and certified 25,541 of them, developed national skills standards for 15 different occupations, formulated three national, 13 regional and 15 sectoral plans, established and operationalized eight industry boards, and granted eight specific training programs for private industries.

With this outstanding track record and popular support, experience and expertise, NMYC aims not only to fulfill its leading role in human resource and manpower development in the Philippines. It is well into becoming the model manpower agency in the whole of Asia and the Pacific.

Anatomy of the NMYC

THE PRESENT organizational structure of the NMYC springs from one-and-a-half decades of continually improving and expanding services as well as newly-evolved programs and policies on human resource development.

The NMYC is directly attached to the Office of the President, thus enabling it to effectively coordinate all the manpower development activities of various entities in the private and public sectors. It is composed of a Council Proper which constitutes the policy-making body, and a Secretariat which acts as the policy-implementing arm.

The Council Proper consists of different government ministries whose functions somehow deal with human resources, and private sector representatives from the fields of labor, management and industry, youth welfare and family organizations. It is chaired by the Minister of Labor and Employment, with the Minister of Education, Culture and Sports as vice chairman. Other government officials composing the Council Proper are: Minister of Trade and Industry, Minister of Agriculture and Food, Minister of Natural Resources, Minister of Local Governments, Minister of Social Services and Development, the directors general of the National Economic and Development Authority, National Science and Technology Authority and NMYC, along with the chairman of the Civil Service Commission. Drawn from the private sector are two representatives for labor, two for management and industry, with one each for youthwelfare and family organizations.

The Council Proper meets as often as may be necessary, but not more than 30 times a year, to review and evaluate policies, formulate new ones and direct the activities of the Secretariat.

For its part, the Secretariat is empowered to:

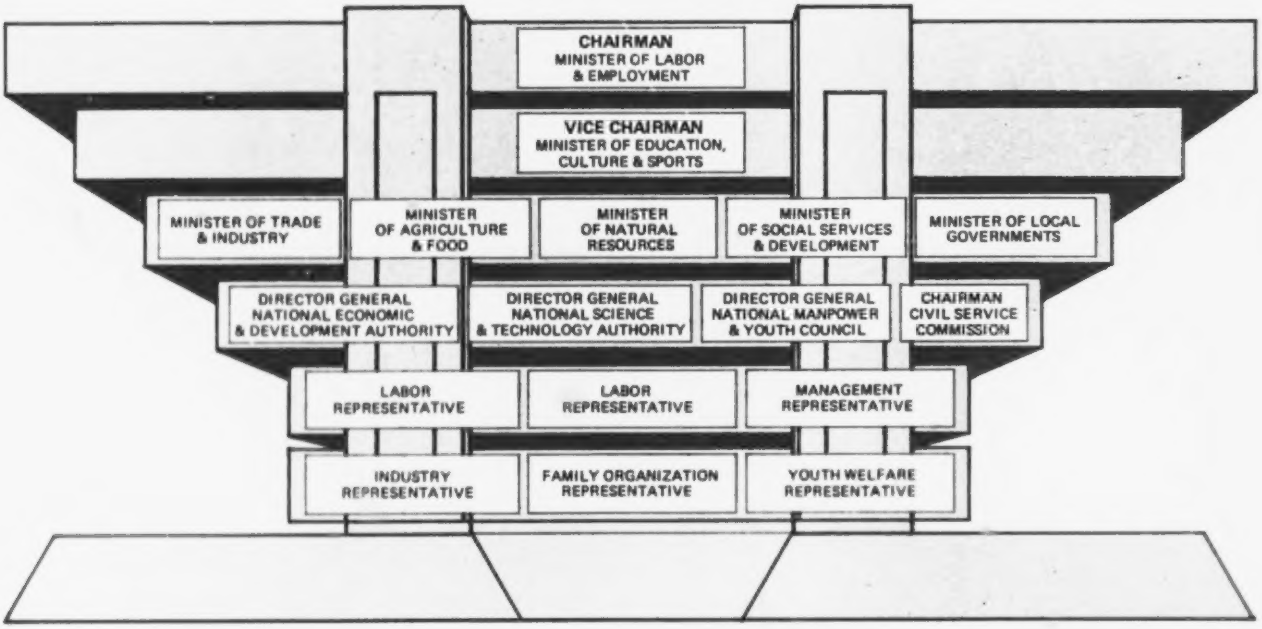
1. Prepare and recommend the national manpower plan for approval by the Council Proper;
2. Recommend allocation of resources for implementing the approved national manpower plan;
3. Effect efficient performance of the functions of the NMYC and the achievement of the national manpower development program;
4. Determine specific allocation of resources for projects initiated under the approved manpower plan;
5. Submit to the Council Proper periodic reports on the progress and accomplishment of work programs;
6. Prepare for approval by the Council Proper of an annual report to the President on plans, programs and projects concerning manpower and out-of-school youth development; and
7. Enter into agreements with local and international agencies to implement approved plans and programs, and perform any and such acts that will fulfill the objectives of the Labor Code.

Operationally, the Secretariat is headed by the Director-General and composed of the Office of Manpower Planning and Development, Office of Manpower Skills Development, Office of Vocational Preparation, Office of Industry Manpower Development, and 13 Regional Manpower Development Offices.

The Director-General establishes policies and standards for the operation of the Secretariat in line with the broader public policy on manpower development and utilization. All these are defined in the Manpower and

NMYC ORGANIZATIONAL CHART

COUNCIL PROPER


CHAIRMAN MINISTER OF LABOR & EMPLOYMENT
VICE CHAIRMAN MINISTER OF EDUCATION, CULTURE & SPORTS
MINISTER OF TRADE & INDUSTRY
MINISTER OF AGRICULTURE & FOOD
MINISTER OF NATURAL RESOURCES
MINISTER OF SOCIAL SERVICES & DEVELOPMENT
MINISTER OF LOCAL GOVERNMENTS
DIRECTOR GENERAL NATIONAL ECONOMIC & DEVELOPMENT AUTHORITY
DIRECTOR GENERAL NATIONAL SCIENCE & TECHNOLOGY AUTHORITY
DIRECTOR GENERAL NATIONAL MANPOWER & YOUTH COUNCIL
CHAIRMAN CIVIL SERVICE COMMISSION
LABOR REPRESENTATIVE
LABOR REPRESENTATIVE
MANAGEMENT REPRESENTATIVE
INDUSTRY REPRESENTATIVE
FAMILY ORGANIZATION REPRESENTATIVE
YOUTH WELFARE REPRESENTATIVE

Chairman **BLAS F. OPLE**
Minister of Labor & Employment

Vice Chairman **JAIME C. LAYA**
Minister of Education, Culture & Sports

Members

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Minister of Local Government

SALVADOR ESCUDERO III
Minister of Agriculture & Food

RODOLFO DEL ROSARIO
Minister of Natural Resources

ROBERTO V. ONGPIN
Minister of Trade & Industry

SYLVIA P. MONTES
Minister of Social Services & Development

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National Economic
& Development Authority

EMIL Q. JAVIER
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National Science & Technology Authority

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Chairman
Civil Service Commission

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Youth Representative

VICTOR A. LIM
Industry Representative

BENILDO G. HERNANDEZ
Management Representative

ANTONIO POLICARPIO
Labor Representative

JUAN C. TAN
Labor Representative

LETICIA P. DE GUZMAN
Family Representative

LEMUEL M. MIRAVALLES
Director-General
National Manpower & Youth Council

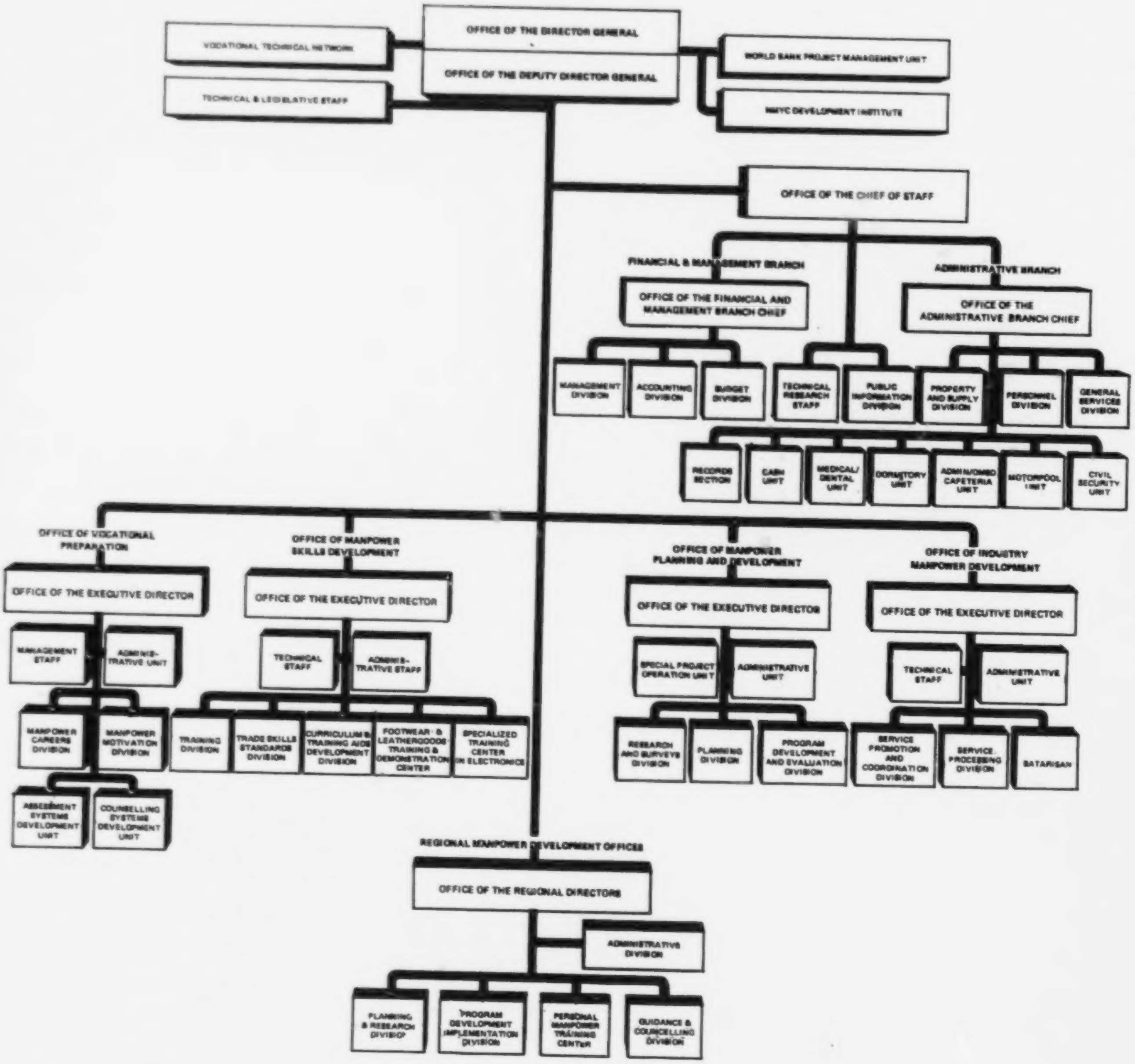
Out-of-School Youth Development Act, the Labor Code and the overall Philippine Development Plan. Likewise, the Director General is responsible for the adoption and promulgation of plans, programs, rules and regulations necessary to carry out the Secretariat's responsibilities; he also supervises and controls all the organizational units of the Secretariat. He is assisted by a Deputy Director-General.

Directly under the supervision of the Director-General are the Vocational Technical Network, World Bank Project Management Unit (WB-PMU) and the NMYC Development Institute (NDI). The WB-PMU oversees the four-year World Bank-financed vocational training program, while the NDI takes charge of the agency's staff development program.

Also under the Director-General's office is a Chief-of-Staff, the house manager who, in turn, directs the Finance Management Branch, Administrative Branch, Technical Research Staff and Public Information Division.

The Office of Manpower Planning and Development (OMPD) provides policy directions and programs to the Council in mapping out strategies for the proper utilization and conservation of the country's human resources. Moreover, it provides consultative, technical and advisory services to the RMDOs.

SECRETARIAT


OFFICE OF THE DIRECTOR GENERAL
OFFICE OF THE DEPUTY DIRECTOR GENERAL
VOCATIONAL TECHNICAL NETWORK
TECHNICAL & LEGISLATIVE STAFF
WORLD BANK PROJECT MANAGEMENT UNIT
NMYC DEVELOPMENT INSTITUTE
OFFICE OF THE CHIEF OF STAFF
FINANCIAL & MANAGEMENT BRANCH
OFFICE OF THE FINANCIAL AND MANAGEMENT BRANCH CHIEF
ADMINISTRATIVE BRANCH
OFFICE OF THE ADMINISTRATIVE BRANCH CHIEF
MANAGEMENT DIVISION
ACCOUNTING DIVISION
BUDGET DIVISION
TECHNICAL RESEARCH STAFF
PUBLIC INFORMATION DIVISION
PROPERTY AND SUPPLY DIVISION
PERSONNEL DIVISION
GENERAL SERVICES DIVISION
RECORDS SECTION
CASH UNIT
MEDICAL/ DENTAL UNIT
DORMITORY UNIT
ADMIN/COMBO CAFETERIA UNIT
MOTORPOOL UNIT
CIVIL SECURITY UNIT
OFFICE OF VOCATIONAL PREPARATION
OFFICE OF THE EXECUTIVE DIRECTOR
MANAGEMENT STAFF
ADMINIS-TRATIVE UNIT
MANPOWER CAREERS DIVISION
MANPOWER MOTIVATION DIVISION
ASSESSMENT SYSTEMS DEVELOPMENT UNIT
COUNSELLING SYSTEMS DEVELOPMENT UNIT
OFFICE OF MANPOWER SKILLS DEVELOPMENT
OFFICE OF THE EXECUTIVE DIRECTOR
TECHNICAL STAFF
ADMINIS-TRATIVE STAFF
TRAINING DIVISION
TRADE SKILLS STANDARDS DIVISION
CURRICULUM & TRAINING AIDS DEVELOPMENT DIVISION
FOOTWEAR & LEATHERGOODS TRAINING & DEMONSTRATION CENTER
SPECIALIZED TRAINING CENTER IN ELECTRONICS
OFFICE OF MANPOWER PLANNING AND DEVELOPMENT
OFFICE OF THE EXECUTIVE DIRECTOR
SPECIAL PROJECT OPERATION UNIT
ADMINISTRATIVE UNIT
RESEARCH AND SURVEYS DIVISION
PLANNING DIVISION
PROGRAM DEVELOPMENT AND EVALUATION DIVISION
OFFICE OF INDUSTRY MANPOWER DEVELOPMENT
OFFICE OF THE EXECUTIVE DIRECTOR
TECHNICAL STAFF
ADMINISTRATIVE UNIT
SERVICE PROMOTION AND COORDINATION DIVISION
SERVICE PROCESSING DIVISION
BATARISAN
REGIONAL MANPOWER DEVELOPMENT OFFICES
OFFICE OF THE REGIONAL DIRECTORS
ADMINISTRATIVE DIVISION
PLANNING & RESEARCH DIVISIO?
PROGRAM DEVELOPMENT IMPLEMENTATION DIVISION
PERSONAL MANPOWER TRAINING CENTER
GUIDANCE & COUNCELLING DIVISION

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Director-General

MANUEL C. ABROGAR, JR.
Deputy Director-General
Officer-in-Charge, Office of Vocational Preparation

MILA DAWA-HERNANDEZ
Executive Director
Deputy Project Director, Project Management Unit

LORETO P. PURISIMA
Executive Director, Office of Manpower Planning & Development

JOSE T. CLAVE
Executive Director, Office of Manpower Skills Development

JOSE D. ESCARTIN
Director, Office of Industry Manpower Development

GLORIA E. GABILLA
Chief of Staff

FRANKLIN P. APOSTOL
Director, NMYC Development Institute

LILIA R. SALAZAR
Director, Voc-Tech Network

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San Fernando, La Union

ARTURO M. ORTICIO
Region II
Carig, Tuguegarao, Cagayan

CARLOS M. PASCUAL
Region III
Gen. Hizon, San Fernando, Pampanga

LUZMINDO R. ACORDA
(Officer-in-Charge)
National Capital Region
NMYC Complex, South Superhighway
Taguig, Metro Manila

MARIANO G. ANDAL
Region IV
NMYC Complex, South Superhighway
Taguig, Metro Manila

VIRGILIO V. GUILLERMO
(Officer-in-Charge)
Region V
Imperial Court Subd., Legaspi City

ANTONIO L. PACIFICADOR
Region VI
Zamora, Iloilo City

GERMAN A. JACA
Region VII
Banilad, Cebu City

JOSE CRUZ, JR.
(Officer-in-Charge)
Region VIII
Real, Tacloban City

RAJAH K. JAMALDIN
Region IX
Baliwasan Chico, Zamboanga City

CRISOSTOMO S. TURRECHA
Region X
Tagoloan, Misamis Oriental

JUANITO C. CUEVA
Region XI
C.M. Recto Ave., Davao City

DOUGLAS L. MONSANTO
Region XII
Magallanes, Cotabato City

The OMPD is composed of three divisions: Research and Surveys, Planning, and Program Development and Evaluation.

The Council's Office of Manpower Skills Development (OMSD) recommends policies in the establishment, administration and management of national manpower skills training programs and projects, including those undertaken through foreign financial and technical assistance.

Under the OMSD are three divisions: Training, Trade Skills Standards, and Curriculum and Training Aids Development. It also runs the Footwear & Leathergoods Training and Demonstration Center, as well as the Specialized Training Center for Electronics.

The Office of Vocational Preparation (OVP) recommends policies on vocational preparation, and promotion of skills development and blue-collar occupations. Too, it implements a national coordination network for all agencies and institutions involved in vocational education.

Composing the OVP are the Manpower Careers Division, Manpower Motivation Division and Client Assessment and Counselling Division.

The Office of Industry Manpower Development (OIMD) recommends policy directions and oversees the implementation of industry-related manpower activities. Its central tasks are to maximize private sector participation in manpower development and to conduct researches on industry manpower trends.

The newest executive office of NMYC, the OIMD is composed of the Service Promotions and Coordination Division and the Service Processing Division. The long-term Batarisan program is also slated to be a permanent division under the OIMD.

Strategically located in each of the country's 13 geopolitical divisions are the Regional Manpower Development Offices (RMDOs). Acting as the NMYC's operating arms in the regions, the RMDOs are charged with formulating regional manpower plans, assessing vocational training activities to make them more responsive to the needs of their respective locales, forecasting regional manpower requirements, supervising the Regional Manpower Training Centers, and implementing the agency's programs and projects.

Each RMDO is headed by a regional director and consists of a Research, Planning & Program Development Division, Program Implementation Division, Manpower Guidance Division, and a Regional Manpower Training Center.

The First 16 Years

MANPOWER DEVELOPMENT became a conscious and deliberate government program when President Marcos formed the Manpower Development Council (MDC) on December 8, 1966. Executive Order No. 53 saw the urgent need to integrate all the skills training activities at that time under one body,composed of representatives from the government, labor and industry sectors.

For its first major undertaking, the MDC launched a Pilot Accelerated Training Program in 1968 to complement existing manpower education efforts. Four relatively industrialized areas in the country were blocked off as priorities for the experiment: Manila, Rizal, Bulacan and Negros. Training courses were conducted in the Philippine College of Arts & Trade, Marikina School of Arts & Trades, Bulacan College of Arts & Trades and Negros School of Arts & Trade.

Soon afterwards, the pilot project was expanded throughout the archipelago under the National Accelerated Training Program. Training centers were similarly established in other provinces that were identified as fast developing and in great need of skilled labor. With the help of the Departments of Labor and Education, trade unions and employers' associations, the MDC organized Local Manpower Training Committees to administer and supervise the courses conducted at the centers.

The concept of manpower development under the MDC, however, concentrated mainly on skills training. The government realized soon enough that if the whole make-up of Filipino manpower resources were to be improved, a long-range and all-encompassing program had to be undertaken with the end in mind of arming the youth not only with necessary skills but also with proper motivations, career guidance and a systematic network of vocational-technical training institutions. Corollarily, the out-of-school youth had to be given utmost priority in skills training and job placements in order to speed up the government's bid for mass employment.

Thus, Congress passed on February 27, 1969 the Manpower and Out-of-School Youth Development Act (R.A. 5462) to activate a mechanism through which a wider approach towards manpower resource development could be achieved. On March 19 of the same year, President Marcos signed it into law and formally created the National Manpower and Youth Council.

The NMYC was designated as the national policy organ on manpower planning and development. Specifically, it was mandated by the law to "take care of, train and develop human resources and to establish institutions and formulate integrated plans, programs and projects that will ensure efficiency and proper allocation, accelerated development and optimum utilization of the nation's manpower and out-of-school youth and thereby develop civic efficiency and strengthen family life."

In effect, a new manpower policy was proclaimed with the establishment of the Council. This policy upheld the primacy of self-reliance in economic development and recognized the decisive role of the labor force in meeting the challenges and opportunities for growth and progress in the '70s.

Organizing from the Grassroots (1969-72)

The first four years of NMYC operations dealt mainly with setting up an organization that could fully service manpower development needs in the country.

As soon as it was established, the Council

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BATASANG PAMBANSA
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HON. PETER A. SABIDO, M.P.	– Vice-Chairman
HON. LUISITO R. PATALINHUG, M.P.	– Member
HON. ARTURO V. BARBERO, M.P.	"
HON. EDUARDO NONATO JOSON, M.P.	"
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HON. VICTOR S. ZIGA, M.P.	"
HON. VICTOR E. AGBAYANI, M.P.	"
Ex-Oficio HON. SALVADOR B. BRITANICO	– Office of the Majority Floor Leader
Ex-Oficio HON. JOSE B. LAUREL, JR.	– Office of the Minority Floor Leader

BATASANG PAMBANSA
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HON. ARTURO V. BARBERO, M.P.	– "
HON. JAIME G. GOLES, M.P.	– "
HON. ANDRES C. BUSTAMANTE, M.P.	"
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HON. ANTONIO P. ROMAN, JR., M.P.	"
HON. ROBERTO A. GATUSLAO, M.P.	"
HON. EDUARDO NONATO N. JOSON, M.P.	"
HON. HOMOBONO C. SAWIT, M.P.	"
HON. ROY B. PADILLA, M.P.	"
HON. PEDRO M. MARCELLANA, JR. M.P.	"
HON. OSCAR F. SANTOS, M.P.	"
HON. EMIGDIO L. LINGAD, M.P.	"
HON. ROLANDO C. MARCIAL, M.P.	"
HON. ROGELIO V. GARCIA, M.P.	"
HON. DEMETRIO G. DEMETRIA, M.P.	"
HON. EDELMIRO A. AMANTE, M.P.	"
Ex Oficio HON. RODOLFO B. ALBANO	– Office of the Majority Floor Leader

immediately conducted a study on the country's labor situation and the problems inherent to rural manpower. The study served to reinforce early grave indications of gross underdevelopment in the countryside. For instance, it showed that the tendency of the rural population to flock to the cities was due mainly to the dearth of income opportunities in rural communities. Poor local leadership failed to speed up agricultural development or improve per-capita productivity. Comparatively low wages of farm workers discouraged full-time agricultural activity and emphasized the need for supplementary jobs which, however, were scarce. The sad state of infrastructures like markets, feeder roads, bridges and irrigation systems, as well as the lack of electricity and communications facilities tended to further shrink opportunities for greater production and higher income. And the absence of government extension services such as public hospitals and schools in many towns prevented the youth and rural populations from greater participation in the country's economic and social life.

Accordingly, NMYC organized local manpower and youth committees in several pilot municipalities. Out-of-school youths were encouraged to train in vocational courses, then given jobs in cottage industries. Even in the highland settlements of cultural minorities, skills-training courses were held. District-level offices of manpower-related government agencies were tapped to join in projects that led to the upgrading of technical and supervisory skills of rural-based industrial workers, the production of training materials and the acquisition of books and periodicals for libraries of skills centers.

It was not long before other countries and international organizations began to notice the flurry of activities being conducted by the government in the field of manpower. One such organization was the United Nations Development Program/International Labor Organization (UNDP/ILO) which readily offered financial and technical assistance in the execution of a National Industrial Vocational/Training Program. Essentially, this program aimed to:

- operationalize the NMYC,
- set up a Secretariat to render and control technical services,
- assist in the preparatory planning, organization and initial operation of vocational training projects, and
- undertake actual training courses at

pilot vocational centers.

From 1969 to 1972, the joint project with UNDP/ILO registered substantial accomplishments in support of actual NMYC manpower development activities. Firstly, manpower requirements of non-agricultural industries were ascertained through the vocational training needs assessment projects. Secondly, engineering and related professions and trades were provided with a system for trade analysis, testing and training. Thirdly, the Council of Employers' Organizations was organized in December of 1970 to provide facilities and venues for apprenticeship and in-plant training projects. Initially composed of the Philippine Chamber of Industry, the Chamber of Commerce in the Philippines and the Personnel Management Association of the Philippines, the CEO bankrolled 135 in-plant training courses that benefited over 1,300 employees. Fourthly, the CEO was also tapped to join in a project to train instructors for in-plant courses. No less than 202 personnel from 55 factories, and 343 trainees of 64 different firms participated in supervisory and instructor training courses, respectively. Lastly, experimental and accelerated training projects were launched in selected provinces, resulting in an output of 160,000 graduates during the four-year period.

Strengthening Manpower Development (1973-77)

Until 1973, most of NMYC's projects were geared mainly towards enhancing the employability of the jobless and training those who were insufficiently skilled so that they may be accommodated in better-paying jobs. The promulgation of the Labor Code on May 1, 1974 reinforced the Council's mandate as the premier agency in manpower development. Essentially, the Code expanded NMYC's responsibilities to cover not just manpower but total human resource development.

Specifically, the Labor Code empowered NMYC "to carry out a national manpower development program, the objectives of which were to develop human resources, establish a network of training institutions and formulate plans to ensure efficient allocation and utilization of the country's labor force."

Other functions assigned to the Council by the Code are:

1. Formulate a long-term national manpower plan which shall be the controlling plan in the development of the nation's manpower resources;

TABLE 26

Number of Trainees For the Period 1969– 1977
Philippines

Year	Trainees	Graduates
1969 – 70	–	80,901
1970 – 71	--	37,578
1971 – 72	–	50,387
1972 – 73	9,454	7,216
1973 – 74	14,114	12,363
1974 – 75	17,979	16,633
1975 – 76	–	13,045
July – 76	–	10,013
CY 1977	–	16,526

2. Carry out the approved plan and promulgate policies and standards for manpower and youth development calculated to develop and upgrade occupational skills of the labor force;
3. Coordinate all manpower training schemes (except apprenticeship and learnership programs), particularly those having to do with the setting of skills standards, and regulate existing manpower training programs of the government and private sectors to make them conform with the overall national development plan;
4. Set up industry boards which shall assist in the establishment of manpower development schemes, trade skills standards and other functions to provide for direct participation of employers and workers in the fulfillment of the Council's objectives;
5. Establish an incentive scheme which shall provide additional tax deductions to persons and enterprises undertaking manpower development programs (other than apprenticeship) as approved by the Council;
6. Conduct continuous assessments and studies on the nature, behavior, and use of the country's stock of human resources;
7. Evaluate the output of human resource development programs to gear educational and training objectives to the requirements of the annual investment priorities plan and maximum economic growth;
8. Provide training assistance to any employer or organization upon approval of an appropriate project proposal;
9. Adopt employment promotion schemes for the unemployed youth in order to meet manpower shortages in certain occupations;
10. Establish and implement a national scheme of trade skills standards, testing and

Responding to the needs of specific sectors and communities.

certification;

11. Coordinate employment service activities with the Labor Ministry's Bureau of Employment Services, particularly in the measurement of unemployment and underemployment rates, the conduct of local manpower resource surveys and occupational studies, and the establishment and maintenance, without charge, of a national registry of technicians and other skilled laborers who have successfully completed training under the Council; and

12. Exercise authority, administration and jurisdiction over ongoing technical assistance programs and grants-in-aid for manpower and youth development, both local and foreign-financed.

With its new mandate, the Council drafted the first manpower development plan based on the government's broader Four-Year Development Plan (1974-77). The focus of the manpower plan was on measures to minimize unemployment and underemployment through proper allocation and utilization of the labor force.

Experimental projects were also designed by the Council to meet specific requirements of different locales or sectors. Foremost of these projects were the National Training Program for the Tourism Industry, the Entrepreneurship Development Program, Furniture Trade Skills Training Project and the Integrated Farm Schemes Training Program.

To meet its expanded role in human resource development, the NMYC saw the need to concentrate on strengthening its Secretariat during the five-year period from 1973-77. To accomplish this, the Council once again tapped the UNDP/ILO for technical and financial support. Thus, a second program was drawn up with the international body, aimed to:

- consolidate training activities and development of teaching aids,
- formulate national trade skills standards along with a system for trade testing and skills certification,
- expand training courses to include electro- and agromechanics, and metal fabrication,
- enhance NMYC's role as the center for assistance to other training institutions and projects,
- assist in drafting programs for the out-of-school youth.

With the UNDP assistance, some 77,796 out-of-school youths and unemployed adults graduated from various NMYC courses. More significantly, the UNDP during this period was instrumental in setting up NMYC regional offices. Initiated in 1974 with the help of the Educational Development Projects Implementing Task Force (EDPITAF), the regionalization move was completed by the Council and the UNDP/ILO in 1975. Through the regional offices, the NMYC became more responsive to peculiar needs of specific sectors and local communities, while at the same time affording it reduced operating expenses through increased efficiency.

In 1976, too, the Council launched the Laang Bisig Award which was to serve as the yardstick for measuring the agency's annual accomplishments in human resource development. The award is given yearly to outstanding NMYC graduates in two major categories – industrial and agricultural training.

Tapping the Private Sector (1978-83)

With the Secretariat operating in full gear, the NMYC was able to concentrate starting in 1978 on two thrusts: countryside development and accelerated training for the out-of-school youth.

New strategies were employed to meet the new thrusts. Foremost of these was the increased involvement of the private sector in manpower development and training activities. Innovative schemes were launched

TABLE 27

Major Programs and Projects
Accomplishments For the Period 1978–1983
Philippines

PROGRAMS/PROJECTS	1978	1979	1980	1981	1982	1983	Total
Skills Training (No. of Graduates)	35,316	39,063	110,325	153,021	195,016	188,222	710,208
1. Prof., Tech.	1,145	250	880	1,005	3,251	3,960	9,661
2. Adm., Exec., Mgr.	1,891	1,256	3,528	2,152	2,440	7,117	13,766
3. Clerical and Related	49	63	280	1,408	2,210	2,388	6,314
4. Sales	140	–	11	552	1,629	1,132	3,667
5. Service	742	823	5,810	8,898	12,909	15,883	43,604
6. Agricultural	11,190	7,398	17,794	24,311	27,447	21,834	110,269
7. Industrial, Prod'n.	20,159	29,274	32,024	124,139	145,129	133,910	523,144

to encourage private sector participation, among them the Batarisan In-Plant Training Program, the Training Incentive and Training Contract Schemes. Likewise, the concept of organizing industry boards in every major industry sector was institutionalized. Started in 1976 with the formation of the automotive industry board, the concept spread to the construction, land transportation, garments and textile, printing, hotel and restaurant, and power and electricity sectors.

Meanwhile, 10 Regional Manpower Training Centers were set up in the provinces. The RMTCs offered training courses specifically based on the actual industrial manpower needs in rural areas.

At the same time, the regionalization campaign which started in 1974 was transformed into a provincialization move. The new campaign was adopted to sustain, intensify and coordinate manpower development efforts at the grassroots.

By 1980, the Council was in the best position to expand and intensify its training programs with private sector participation. The number of graduates in training programs from 1980 to 1983 rose to 644,583 trainees. The industry boards accounted for another batch of 3,140 graduates. About 50 firms were granted tax rebates for training expenses, while 200 companies availed of training contracts with the Council.

Support systems for training functions became a major concern in 1982. During that year, the NMYC improved and expanded, region-wise, its services in manpower guidance and career counselling, training and job induction, trade testing and skills certification. A system for better manpower forecasting was developed. And a National Trade Skills Competition was launched as a yearly event to promote the value of vocational trades.

It was also in 1982 that the Council launched with the World Bank a Vocational Training Project. Bankrolled at US$41.7 million, the project aims to support the regional diversification and training needs of small- and medium-scale export-oriented industries. In its first year alone, the project saw the creation of four new Regional Manpower Training Centers (RMTCs) in Tuguegarao (Cagayan), Tacloban City (Leyte), Tagoloan (Misamis Oriental) and Zamboanga City. Two

Expanded services in career counselling and job induction.

other trade testing centers were put up in Davao City and Taguig, Metro Manila; while a Construction Industry Training Center was established in Taguig.

During the six-year period from 1978-83, two national manpower development plans were drawn up and implemented, the first covering 1978-82, and the second, 1983-87. These national plans were translated into 13 regional and 15 sectoral plans for the garments, hotel and restaurant, footwear and leathergoods, construction, automotive, metals and engineering, wood products, utilities, printing, coal mining, land transportation, textile, electronics, cement, and food and beverage businesses.

In the areas of training and skills upgrading, the NMYC established two specialized centers: the Footwear and Leathergoods Training and Demonstration Center and the Electronics Equipment Library and Workshop. The former was built with funding from the Federal Republic of Germany and the United Nations Industrial Development Organization to improve the shoe industry in the export market. The EELW, on the other hand, provided technical, consultative and training services with the help of the Japanese government.

The Year That Was

Productivity was the key to NMYC operations in 1984.

Strong orientation towards output and results.

The National Manpower Plan (1983-87), later updated into a Revised Manpower Plan (1984-87) to reflect the conditions and projections dictated by the economic crisis, called for renewed emphasis on agricultural productivity and self-reliance. At the same time, the plan sought better ways to undertake a balanced agro-industrial manpower development, along with inculcating positive work attitudes among workers and the youth.

Internally, productivity was translated into more systematic operations with a strong orientation towards output and results. This, partly due to the government-wide movement to streamline operations and cut down expenses for greater savings.

Manpower planning, research and program development became a major concern of the Council in view of the sudden economic changes brought about by the crisis. Concretely, the Secretariat's Office of Manpower Planning and Development (OMPD) took an issue-oriented stance towards the massive review of plans and programs upset by the sudden rash of company close-downs, mass lay-offs and business recession.

Among the major activities of the OMPD in 1984 were the updating of the National Manpower Plan and the revision of the education, manpower and labor chapter of the Philippine Development Plan.

Policy studies were drafted on the subjects of agro-industrial training, labor productivity, industrial-occupational changes, critical sectors for manpower development, and certain issues submitted for research by regional offices.

A Task Force was created under the OMPD to prepare and initiate a national program for laid-off workers while a complementary study was conducted on skills training for overseas employees. The office also provided guidelines for the formulation and evaluation of regional, sectoral and company manpower development plans.

Other studies prepared by the OMPD dealt on rural vocational training needs, technical assistance for the Sariling Sikap self-reliance movement, vocational education financing, workers' traits and attitudes, and efficiency of in-house services.

Lastly, the OMPD was tasked with the additional job of serving as the coordinating center for NMYC and its outside linkages, as well as the secretariat for two Batasan committees – the Committee on Youth, and the Committee on Labor, Employment, Training and Manpower Development.

In the area of skills development, the NMYC turned out 152,167 graduates. A total of 10,070 workers were trade-tested, of whom

New standards and techniques for present needs.

4,700 were duly certified. Along with these, 17 new standard tests and 12 competency-based tests were drawn up. Courses were revised and improved based on current needs and new techniques, while more training aids were produced.

For the private sector, the Council provided consultancy/technical assistance for 117 footwear and leathergoods manufacturers, particularly in quality control and the use of specialized machines and laboratory equipment.

Again, the productivity theme was translated into specific activities in the area of manpower guidance and career counselling. The Office of Vocational Preparation (OVP) reported that the younger and newer members of the labor force today are especially more productive and thoroughly work-oriented due to the increased awareness of the importance of positive attitudes towards work, the use of career motivation and testing materials by technical and vocational schools, and acceptance of career guidance.

In terms of actual output, the OVP produced in 1984 more career information materials, particularly for municipal or sectoral use. Motivational materials such as productivity enhancement brochures, media plugs and posters on job opportunities were drawn up along with researches on manpower placements and exchange systems, youth profiles, behavioral problems of trainees, training of women in non-traditional occupations, and perceived career development needs of industry, communities and training centers.

NMYC continued to support the training programs of individual companies throughout 1984. A total of 587 applications for training contracts were filed with the Office of Industry Manpower Development (OIMD). Out of this number, 240 training programs were immediately implemented with technical assistance from the Council. Also, 67 certificates of training tax incentives were granted to 33 applicant firms. Out of these two schemes, 975 trainees graduated from in-plant and on-the-job training projects.

A new industry board was also organized for the metals and engineering sector, while the hotel and restaurant industry board was regionalized.

All told, 1984 proved to be a difficult year for the Council. Right at the onset, NMYC officials recognized the need to speed up efforts to promote employability owing to a crippling economic crisis. A smaller operations budget also tended to discourage the Council at the start.

The difficulties, though, were viewed not as problems but as challenges to the NMYC's mission of human resource development. Challenges were, in turn, rich sources of opportunities for growth and improvement. Thus, 1984 also became the best of times, the most appropriate year for the Council to live up to its mandate as the premier agency in human resource development in the country.

Director General Lemuel Miravalles capsuled the Council's operations in 1984 in a few words: "Our aim was to develop a model vocational training system for developing countries. We are well on our way to being just that."

Roster of Programs and Services

THE RELEVANCE of NMYC rests on its programs to serve the specific needs of a varied clientele – the labor, management, industry, youth and education sectors, individuals and institutions, private firms, schools and government agencies. These programs are classified into six broad services.

I. Manpower Planning & Research
Human resources play the decisive role in any country's bid for progress. It is therefore imperative for the government to consciously and efficiently utilize the vast wealth of professionals, skilled and unskilled workers, and even its potential or future members of the labor force in its program for national development. This is done through the NMYC's manpower and research services.

Primarily handled by the Office of Manpower Planning and Development (OMPD), planning and research services enable the Council to:

1. Provide guidelines in the reformulation and reorientation of the educational and training systems in all levels to be more responsive to the needs of the economy.
2. Strengthen the national infrastructure programs for vocational training to meet the manpower needs for agro-industrial development.
3. Encourage greater private sector participation in manpower planning and development.

Four interrelated and complementary functions constitute planning and research services, namely: planning, research, program development and program evaluation.

Planning involves the formulation of policies and strategies for manpower development; manpower planning formulation, validation and monitoring on the national and sectoral levels; development of forecasting models and techniques used in national/regional/sectoral manpower planning and formulation of provincial or company manpower plans.

Developmental issues related to manpower planning as well as to the operationalization and maintenance of a manpower information exchange systems compose the research services of OMPD.

Program development is concerned with the conceptualization of potential projects, preparation of program framework, conduct of feasibility studies and preparation of project proposals, pilot testing new projects and programs.

A methodical process has been evolved by the Council to perform the functions of program development:

o at the macro level, specific economic, social and institutional data on the evolution, the present thrusts, and future objectives of manpower development are collected, while overall development prospects, priorities and bottlenecks, and possibilities for sector level programs are pointed out;

o at the sector level, the identified priorities are examined in detail for transformation into possible projects;

o at the project level, project ideas are developed and evaluated by quantifying surveys.

Program evaluation involves the development of evaluation designs as well as the assessment in terms of effectiveness and efficiency of existing training programs and projects.

II. Manpower Training
Skills training is an integral component of any

manpower development program. In a world of dynamic technological advances and economic change, manpower skills development requires not just manpower plans but appropriate training projects. A good training project, in turn, depends heavily on careful evaluation of actual manpower needs in the immediate and long-range future.

At NMYC, manpower training is viewed primarily as a means for wage employment and self-employment. The thrust of its day-to-day activities, in fact, lie in basic skills training and upgrading, development of middle-level manpower, instructors and supervisory training, and in-plant training.

NMYC's training efforts are aimed at promoting once unpopular blue-collar occupations, with emphasis on the demand for quality skills. For it is NMYC's belief that providing workers and youths with necessary skills, attitudes and knowledge enhances productivity and worker employability.

The Office of Manpower Skills Development (OMSD) is tasked primarily with NMYC's skills training services. Since 1983, it has adopted seven general classifications for training programs:

- training programs for professional, technical and related workers,
- training programs for administrative,

PROTOTYPES OF SKILLS TRAINING PROGRAMS

Basic Skills Training Programs

1. Automotive Trades
    - auto electricals and tune-up
    - engine overhauling
    - underchassis and power train
2. Diesel Heavy Equipment
    - diesel engine mechanics
    - tractor mechanics
3. Electrical Trades
    - building wiring installation
    - motor/transformer rewinding
    - instrumentation and industrial control
    - motor/controllers installation and maintenance
    - appliance servicing
4. Electronics
    - basic electronics
    - audio and radio receiver servicing
    - television servicing
    - industrial electronics
5. Machine Shop Trades
    - lathe machine operation
    - milling machine operation
    - benchwork and support machine operation
6. Metrology
7. Plumbing
8. Refrigeration and Air-Conditioning Trades
9. Sheet Metalworks
10. Welding

Skills Upgrading Programs

1. Refrigeration and Air-Conditioning Trades
    - commercial RAC
    - auto airconditioning repair and maintenance
2. Electronics
    - digital logic
    - industrial electronics
    - AM-FM radio servicing
    - television receiver servicing
3. Welding
    - electric arc welding
    - gas/oxy welding and cutting
    - pipe welding
    - TIG and MIG welding
4. Sheet Metalworks
    - sheet metal layout and fabrication
    - air duct fabrication
5. Plumbing
    - plumbing
    - pipe fitting
6. Machine Shop Trades
    - metrology
    - turning machine operation
    - milling machine operation
    - precision grinding

Trainors/Instructors Training

1. Foremanship Skills Development
2. Teachers Skills Development
3. Craftsman Instructors Training Program
4. Trainors Training in Instructional Planning, Delivery and Assessment
5. Trainors Training in Standards Development
6. Trainors Training in the Development of Course Evaluation Instruments
7. Regional Manpower Training Center Instructors Course
8. Job Instruction Training
9. Master of Technician Education Program

THE FOOTWEAR AND LEATHERGOODS TRAINING AND DEMONSTRATION CENTER

The Filipino flair for design and craftsmanship is particularly evident in the shoemaking and leatherworks industry. Concentrated mainly in Marikina, Metro Manila, the undisputed "shoe capital of Asia," the industry is not just a loose network of 2,000 cottage enterprises and 40,000 workers. It is, in fact, a major foreign exchange earner for the country.

In the span of the last six years, Philippine footwear exports reflected an average growth of 63.15 percent. It accounted for $55-million in earnings in 1983 alone.

The larger labor force and the potential foreign trade earnings of the industry alone should merit particular concern from the government. A study on the industry's labor situation showed that small-scale shoe manufacturers compose 70 percent of the total number of registered makers and hire about 5 to 30 workers each. Medium-size producers compose 20 percent, but employ about 35 to 80 workers each. While large shoemaking concerns, comprising only 10 percent of the industry, maintain three work-shifts of 100 to 150 workers per shift. In terms of productivity, the non-mechanized firms turn out about 1,000 to 1,400 pairs of shoes per worker every year. Yet, it is also this non-mechanized sector – the bulk of the industry – which cannot hope to compete in the export market due to quality and workmanship inconsistencies.

The Ministry of Trade and Industry realized that the solution to the problem lay not only in mechanization but also in manpower training and development. To realize these dual objectives, the NMYC established the Footwear and Leathergoods Training and Demonstration Center (FLTDC) under the Office of Manpower Skills Development in 1982. Financial and technical assistance were secured from the United Nations Industrial Development Organization (UNIDO) and the Federal Republic of Germany.

The FLTDC's main objective is to develop and upgrade the Philippine footwear and leathergoods industry to be a better source of non-traditional export income. The Center aims to accomplish this by giving management and skills training courses to current and potential managers, entrepreneurs, supervisors and workers of the leather-based industry, serving as consultant on leathergoods and footwear manufacture, making available its machines to manufacturers for special production purposes, and sharing information through its library that contains a wide selection of reading materials relevant and useful to the industry.

To harmonize the participation of concerned bodies in the operation of the FLTDC, the Operation Management Advisory Committee (OMAC) composed of representatives from the government, United Nations Industrial Development Organization and the private industry sector was created.

executive and managerial workers,

- training programs for clerical and related workers,
- training programs for sales workers,
- training programs for service workers,
- training programs for agricultural, animal husbandry and forestry, workers, fishermen and hunters,
- training programs for production and related workers, transport laborers and equipment operators.

The Training programs for professional, technical and related workers include courses in audio-visual production, commercial arts, computer trades, construction design, guidance counselling and photography.

Training programs for administrative, executive and managerial workers consist of courses in supervisory or middle-management work, foremanship, personnel development, entrepreneurship and small-business management.

Training programs for clerical and related workers include: cash collection and records keeping, clerical work, telephone and telegraph operation.

Training programs for sales workers deal with selling and insurance underwriting, and clerical sales work.

Training programs for service workers cover cosmetology, hotel and restaurant trades, medical aide work, and housekeeping.

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THE SPECIALIZED TRAINING CENTER IN ELECTRONICS

The Specialized Training Center in Electronics, is venue for the development and implementation of training programs for computer technology and advance electronics courses. An operating unit under the Office of Manpower Skills Development, it contains a library and electronics laboratory.

Special Courses offered at the STCE.

Microprocessing: The course deals with the study of basic concept of microprocessor, its architecture and organization. This includes: Instructions Sets, Flow Diagram, Software Development, Memory Map, Routines, Sorting of Arrays, Inputs and Outputs, Interrupt and Serial Communications. Participated in by electronics and electrical engineers, instructors, trainors, final-test engineer-technicians, line lead mechanics/technicians, maintenance technicians. This course requires a duration of 120 hours of training with minimum background in Basic and Digital Electronics.

Digital Logic Course: The study of logic circuits, including number and codes, binary arithmetic and boolean algebra, basic logic gates and related topics required for understanding combinational circuits like basic adder and subtractor, comparator, decoder, flip-flop, shift register, counters and ALU. It requires a Basic Electronic pre-training for participants from the fields of line/lead mechanics, maintenance mechanics and consumer electronics.

Industrial Electronics: Designed to provide participants with knowledge and skill of the fundamental blocks of electronics control system used in industrial electronics. It includes industrial control devices, control circuits and their application and electronics power supply system. Recommended for electronics/electrical engineers, instructors, trainors, and line mechanics/technicians. This course requires a basic electronics training and specifies 120 hrs. duration.

CP/M Software Course: Gives participants knowledge of application and use of software package operating under CP/M, a powerful and simple to use operating system. It is composed of small programs whose collective function is to write and retrieve information from disk. This course includes:

1. BASIC – 80 ANSI Standard BASIC Interpreter
2. WORDSTAR – Screen Edit Oriented Word Processor
3. d/BASE II – Realational Data base Management System
4. SuperCalc – Spread Sheet for Financial Management system

It requires a minimum of 2 years college education or equivalent.

BASIC Language Programming: Deals with the study of the operational capabilities of computers, particularly on information systems, digital logic theory, flowchart, Beginners All-Purpose Symbolic Instruction Code (BASIC). Recommended for engineers, instructors, trainors, supervisors, managers, management staff and others engaged in data processing. Course duration: 120 hours.

Television Course: Deals with the principles of color or black-and-white television receivers with emphasis on trouble-shoot. It includes circuit analysis, probing of electrical characteristics and circuit adjustments, designed to carry out systematic and methodical trouble-shooting procedures. Laboratory practices are instruments-oriented, avoiding trial-and-error method of checking circuits and components. Suited for electronics mechanics, technicians, servicemen, electronic engineers and instructors with background in basic electronics. Course duration: 200 hours.

Audio Radio Servicing: Deals with the study of AM/FM Radio Receivers, audio amplifiers and audio source equipments such as turntables, tape recorders, and microphones. This includes circuit analysis, installation, repairs, trouble-shooting of audio system on all levels of applications.

Microprocessor Interfacing: Deals with the study of microprocessor and its support devices, and how they interface with the outside world. Includes a review of microprocessor instruction sets, timing charts, systems development and the widely used standard Bus Communicationas as its genesis.

Training programs for agricultural, animal husbandry and forestry workers, fishermen and hunters naturally deal with: agronomy, forestry, horticulture, animal husbandry, fish capture, fish culture, seaweed culture, and hunting.

Finally, training programs for production and related workers, transport laborers and equipment operators cover automotive and transport trades, construction trades, electrical trades, electronics, heavy equipment operation and maintenance, machine-shop trades, manufacturing trades, printing trades, refrigeration and airconditioning trades, shipbuilding and repair, welding, food production, footwear and leathergoods, furniture and cabinet making, garment trades, handicrafts, and woodworks.

In addition to the seven general training programs, the NMYC also holds special training courses for the footwear and leathergoods, and the electronics industries. These are supervised by special centers that are jointly financed by NMYC and foreign-lending institutions.

Each Regional Manpower Development Office conducts its own specific training courses through the Regional Manpower Training Centers (RMTCs). In fact, the bulk of NMYC's training outputs come from the rural areas which have been identified by the national government as priorities for agro-indus-

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CATALOGUE OF NATIONAL TRADE SKILL STANDARDS AND TRADE TESTS

Trade Standards:

1. Lathe Operator
2. Automotive Mechanic
3. Electric Arc Welder
4. Electrician (Building Wiring)
5. Consumer Electronics Mechanic
6. Milling Machine Operator
7. Gas Welder
8. Lineman (Electric Power)
9. Automotive Electrician
10. Plumber
11. Industrial Electrician
12. Rural Barangay Electrician
13. Electric Machine Rewinder
14. Domestic Refrigeration and Airconditioning Mechanic
15. Carpenter (Rough and Finish)

Standard Trade Tests:

1. Lathe Operator
   (3rd, 2nd & 1st Class)
2. Automotive Mechanic
   (3rd & 2nd Class)
3. Electric Arc Welder)
   (3rd, 2nd & 1st Class)
4. Building Wiring Electrician
   (3rd, 2nd & 1st Class)
5. Consumer Electronics Mechanic
   (3rd & 2nd Class)
6. Domestic Refrigeration & Aircon. Mechanic
   (3rd & 2nd Class)
7. Milling Machine Operator
   (3rd Class)
8. Plumber
   (3rd Class)
9. Rural Barangay Electrician
10. Automotive Electrician
    (2nd Class)
11. Industrial Electrician
    (2nd Class)
12. Lineman (Electric Power)
    (3rd Class)
13. Electric Machine Rewinder
    (3rd Class)

CATALOGUE OF PROFICIENCY BASED TESTS

Mechanical Trades

1. Millwright (revised August 1984)
2. Machinist (revised July 1984)
3. Automotive Air Conditioning Mechanic
4. Commercial Refrigeration & Aircon. Mechanic
5. Split and Packaged Type Aircon. Mechanic
6. Brazer (Copper) (revised July 1984)
7. Cylinder Boring Machine Operator

Electrical/Electronics Trades

8. Color Television Repairman
9. Radio Cassette Repairman
10. Electrician Aide
11. Diesel Plant Operator
12. Jointer, Electrical Cables (Shielded Power Cables, Splicing)
13. Jointer, Electrical Cables (Shielded Power Cables, Termination)
14. Electrical Fitter (Switchgear and Control Apparatus)
15. Electrician, General (Construction)
16. Maintenance Electrician
17. Electrical Repairman (Domestic Appliance)
18. High Voltage Electrician
19. Power Plant Electrician
20. Industrial Control & Instrumentation Electrician
21. TV Antenna Installer
22. Ship Electrician
23. Electric Machine Rewinder
24. Transformer Repairman

Construction Trades

25. Plate Welder/Structural Welder (1G, 2G, 3G, 4G)
26. Pipe Welder (2G, 5G, 6)
27. Tinsmith Welder
28. Finish Carpenter (revised June 1984)
29. Mason (General)
30. Sheet Metal Worker
31. Steelman (Rebar)
32. Pipe Insulator Class A
33. Pipe Insulator Class B
34. Sheet Metal Lagging Worker Class-A
35. Sheet Metal Lagging Worker Class B
36. Gas Metal Arc Welder
37. Pipe Fitter Fabricator
38. Air Duct Worker
39. Painter (House)
40. Rough Carpenter
41. Carpenter (Woodwork)
42. Vehicle Sheet Metal Worker
43. Rigger
44. Gas Tungsten Arc Welder (Tig Welder)
45. Furniture Upholsterer
46. Furniture and Cabinetmaker
47. Furniture Finisher, Wood

Transport Trades

48. Diesel Engine Tune-Up Man
49. Bulldozer Operator
50. Battery Serviceman
51. Radiator Serviceman
52. Excavating Machine Operator
53. Tire Serviceman
54. Automotive Mechanic
55. Automotive Electrician (revised July 1984)
56. Diesel Mechanic (revised July 1984)
57. Automotive Painter
58. Truck and Trailer Driver
59. Forklift Mechanic
60. Road Grader and Scraper Operator
61. Heavy Equipment Mechanic
62. Automatic Transmission Mechanic
63. Loader Operator

Other Trades

64. Pressman (Flat-Bed Letterpress)

trial and commercial development. Regional manpower training consists of three types:

- *In-Center Training.* The NMYC, through its regional offices, runs 10 RMTCs. These are actually classrooms, complete with equipment, tools and training aids where young workers are educated in specialized skills suited to their respective provinces or municipalities. The 10 centers are located in San Fernando, La Union; Mariveles, Bataan, Guiguinto, Bulacan; Batangas City; Pili, Camarines Sur; Talisay, Negros Occidental; Cebu City; Davao City; Iligan City; and Taguig, Metro Manila
- *Off-Center Training.* Certain localities require specialized skills training. Conducted with the help of local officials and using local facilities, this type of training consists of the seven general program classifications but localized to suit specific needs.
- *Batarisan Training.* The In-plant training program is a synergy of the Kabataang Barangay, NMYC and the private firms to avail out-of-school youths with industrial skills. Training is conducted within the plants premises.

III. Curriculum & Training Aids Development

NMYC's training programs are based on carefully planned and developed curricula that take into account not only the skills a trainee has to learn but positive work attitudes as well. Likewise, Training aids are produced by the OMSD to enhance and facilitate skills education.

A Curriculum & Training Aids Development Division (CTADD) was organized under the OMSD as early as 1975 to design and develop trainingprograms, curricula and workbooks in the form of modules of employable skills and audio-visual presentations. The modular approach was taken as the best method for training since it readily responds to training specifications set by the NMYC and/or specific industries. Todate, over 300 training materials, modules and learning elements have been produced by the division. These are made available to individual, companies and groups who seek NMYC assistance in training programs.

With the help of the International Labor Organization, the OMSD has trained some 25 Learning Elements developers who compose a core group of educators in six identified trades. The World Bank-funded Vocational Training Project targets by 1986 some 448 new training modules and 6,553 learning elements. A master plan for integrating all these learning elements has been developed, based on a nationwide survey of critically needed skills.

The increasing need for learning materials, both by NMYC and its clients, led to the formulation of several strategies in carrying out curriculum and training aids development. First, training on the design and administration of training programs. CTADD is continuously training its staff in the development and production of training materials. The core-group of ILO Learning Elements developers conducts seminars and workshops for other prospective instructors in the field of training aids production.

Second, regionalization and decentralization. With the end in view of establishing CTADDs in each of the ten Regional Manpower Training Centers, the NMYC regional offices are tasked with designing and producing their own training curricula and materials suitable to their regional, provincial or municipal needs. Standards for the design and production of these curricula and materials are set by the OMSD to ensure uniformity and training quality.

Third, training standards and materials development. In each of the regions, a Board composed of the RMTC chief, and representatives from the labor, industry, management and education sectors and the Regional Manpower Development Office is set up to:

- serve as the policy-making body in the area of training materials development;
- operationalize the policies, rules and regulaticns on training materials development;
- assess training materials requirements and available human and material resources for training materials development;
- identify, determine and assign priority trade areas for trainingmaterials development;
- create a local training committee to undertake actual development of training materials;
- accept and approve developed materials according to the standards set by the OMSD;
- submit required reports to the CTADD.

IV. Skills Standards, Testing and Certification

One of the main tasks of the NMYC is to develop a national system of trade skills standards. These are written specifications of basic knowledge and skills which a worker must possess in crder to land a job in a particular trade.

From these skills standards, trade tests are designed and administered to skilled workers. Those who pass the tests, whether in theoretical or practical form, are graded according to the degree of proficiency and issued certifications of their skills quality.

The objectives of the trade standards, testing and certification program are:

- to improve the level of skills of workers in industry in order to increase the country's productivity. It is believed that an improvement of skills result in better outputs, wiser utilization of equipment, and higher production volumes.
- to improve industrial relations by providing a common ground for employers and laborers in seeking improved terms and conditions of employment.
- to assist in the development of human resources by providing a precise means of assessing the country's skilled manpower, both quantitatively and qualitatively.

Since the start of the program in 1974, the OMSD's Trade Skills Standards Division has established 15 national trade skills standards, 22 standards tests and 64 competency examinations in consultation with trade experts. Out of this total 25,541 workers were duly certified based on their experience and knowledge and skills proficiency.

The government views the setting of trade standards as a means of determining minimum wages for skilled workers. It also provides a system for discovering ineffective training areas which must be corrected to suit the country's training needs and economic productivity goals.

From the employer's point of view, any measure that promotes improved skills among workers ultimately results in better products and proper use of expensive machineries. At the same time, the development of skills standards and trade tests allows him to recruit new workers with known and proven skills, determine actual salary offers and promotion systems.

For workers, trade standards, tests and skills certificates offer opportunities for job placements, career advancement and company promotions. Through the standards, tests and certificates, their skills are accurately defined and nationally accepted. The system instills in workers a sense of pride in their work, and motivates them to upgrade their knowledge and skills.

Aside from the pilot testing center in Taguig, Metro Manila, the NMYC maintains trade testing and certification centers in its 10 Regional Manpower Training Centers. Clients who avail of the service include graduates of vocational, technical and other short-term skills courses, industry workers with or without formal training, prospective overseas workers, vocational/technical instructors and government blue-collar workers.

V. Industry Manpower Development Services

NMYC has declared the 1980s as the decade of close partnership with the private sector in manpower development. In response to the government's industry modernization program, the Council realigned all its programs and services to suit the needs of specific industries. Thus, the general services of the NMYC, such as manpower planning and research, skills training, curriculum and training aids development, trade skills standards, testing and certification and specialized training centers have been reoriented to meet industrial requirements.

In addition, a special package of services were devised to entice industries to train their own workers. These new services include:

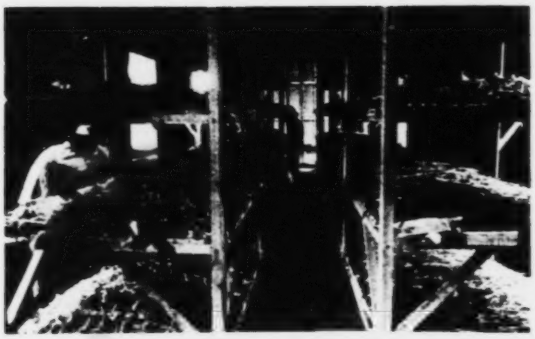
- industry training boards
- training incentive scheme
- training contract scheme
- Batarisan In-Plant Training Program.

The Office of Industry Manpower Development (OIMD) was organized in 1984 to act as the industry desk of the Council.

INDUSTRY BOARDS. The Labor Code specifically directs the NMYC to organize Industry Boards that will assist in the establishment of manpower development schemes, trade skills standards and other functions geared towards direct participation of employers and workers in human resources development.

An industry board is composed of representatives from management, labor and government. The idea is to make the private sector assume more responsibility in manpower development efforts since they are the prime beneficiaries of trained manpower. Thus, each industry board is tasked with the promotion of manpower development within its industry group. Its six-fold objectives are:

1. to ensure an adequate supply of manpower for each industry grouping;
2. to improve the quality of training by sharing available facilities and equipment, promoting standardization wherever possible, and shouldering training costs;



Wiser utilization of equipment, higher production volume.

3. to facilitate the skills training and job placement cycle through a programmed training schedule wherein the right quality of trained workers are available to the industry group at the right time;

4. to match the skills of the labor force with the manpower requirements of different firms in the industry group;

5. to ensure that employees receive fair remuneration, adequate facilities and satisfactory working conditions;

6. to promote cooperation and compliance with the standards set by the NMYC as provided for in the Labor Code.

In short, the industry board functions as the venue for research, training, information dissemination and placement assistance for its industry group.

Each participating sector in the industry board draws a package of benefits from it. Management is assured of an adequate supply of trained manpower suited to industry needs, tax deductions on all contributions to or expenses for the industry boards, as well as other government assistance and incentives, lower training costs and greater cooperation among competitors within an industry group. Labor enjoys more training programs aimed at increasing workers' efficiency and competitiveness in the job market, ready forums with government and management on matters affecting work conditions and relations, and a matching of skills with job opportunities. Government, of course, is able to maximize its manpower development efforts with private sector support. It receives first-hand information on manpower supply and demand as well as training needs, and acts as the industry's spokesman for matters affecting its manpower utilization requirements.

The pilot industry board was established in the automotive group in 1976. Subsequently, 7 more industry boards were formed in the following groups; land transportation; construction; power, electricity, water, and gas; apparel and textile; hotels and restaurants; printing; and metals and engineering.

TRAINING INCENTIVE SCHEME. The TIS is actually a tax deduction for companies which conduct training and skills upgrading programs for their workers. It was conceived by the NMYC to implement Article 52 of the Labor Code which states that "an additional deduction from taxable income of one-half (1/2) the value of labor training expenses incurred for development programs shall be granted to the person or enterprise concerned, provided that such development programs other than apprenticeship are approved by the Council and the deduction does not exceed ten percent (10%) of direct labor wage."

Designed to encourage greater private sector participation in manpower training and to help regulate the supply of skills in the economy, the TIS has been made particularly easy to avail of. The applicant firm or individual simply has to fill up application forms at the NMYC offices, submit post-training evaluations and substantiate the claimed training expenses. The Council, for its part, will issue a certificate of eligibility for additional tax deductions upon review of the submitted documents.

The following labor costs may be legitimately deducted:

1. Training materials, books and supplies;
2. Cost of raw materials and non-depreciable tools actually used up during the training.
3. Honoraria for outside resource speakers, and training coordinators;
4. Traveling expenses for resource speakers, coordinators, trainees and training staff while away from home on account of training schedules;
5. Basic salaries of trainees and training staff for the duration of the training program;
6. Tuition, registration or similar fees paid and/or financial assistance given to NMYC and its training centers and government-owned training institutions other than those vocational trade-technical schools under the Ministry of Education, Culture and Sports;
7. Donations for training such as machineries, equipment, tools and raw materials given to the NMYC and its training centers and government-owned training institutions other than vocational trade-technical schools under the Ministry of Education, Culture and Sports;
8. Depreciation of training equipment, facilities and other fixed assets used in the

training program and repairs of training equipments if breakdowns occur as a result of training;

9. Other expenses not to exceed 5 percent of the training cost: snacks, rentals of venue, rentals of equipment, work clothes for trainees and instructors, certificates of training, group insurance, particularly of Batarisan apprentices.

TRAINING CONTRACT SCHEME. The Training Contract Scheme is an NMYC service program designed to encourage firms and training institutions to pursue manpower development programs by reimbursing them their training expenses. Conceived under the NMYC-World Bank Vocational Training Project, the TCS is a cost-sharing mechanism where government takes the initiative by underwriting for the next four years an average of 70 percent of each participating firm's expenses for tuition and stipends of workers and apprentices. Firms and training institutions in 11 industrial sectors – construction, automotive, hotel and restaurant, garments, metals and engineering, footwear and leathergoods, land transportation, coal mining, printing, wood products, and the power, electricity, water and gas utilities – have been identified as priorities. It is envisioned that through the scheme, skilled manpower requirements can be met or replenished when and where they are needed and at quality levels.

To avail of the Training Contract Scheme, a firm or training institution should:

1. Submit a Training Action Plan;
2. Ensure the existence of a qualified and experienced staff who would implement the training plan;
3. Ensure the availability of appropriate equipment, hand tools and supplies and materials;
4. Submit a summary listing of trainees;
5. Assure NMYC that all trainees undergo the Trade Skills Proficiency Tests for the particular trade area one week after the session; and
6. Maintain training records.

The NMYC, for its part, shall assign training officers and coordinators to visit, observe and assist, whenever possible, the conduct of training programs by the participants.

BATARISAN IN-PLANT TRAINING. Batarisan is a cooperative program to help out-of-school youths acquire skills training and work experience while providing specific industries with trained manpower. It was initiated by the Kabataang Barangay, headed by Assemblywoman Imee Marcos-Manotoc, after a successful pilot course at the Delta Motors Corporation's car assembly plant in 1977. A year later, President Marcos ordered the program integrated into the manpower and skills development program of the government.

"Batarisan" is adopted from the practice of Filipino farmers to help one another plow the fields and complete other farm chores. It is a Tagalog term similar in meaning to *"bayanihan"* and connotes mutual assistance for mutual benefits.

Under the program, a participating company sets up an in-plant training program for out-of-school youths in anticipation of future manpower needs. The students are taught actual work by plant foremen and supervisors, as well as especially-trained instructors of the NMYC.

The conduct of the training is governed by the provisions of a memorandum of agreement between the private on the one hand and the KB and NMYC on the other. Under this agreement, the NMYC and KB are responsible for:

1. Recruiting qualified trainees;
2. Providing participating companies with as many selected trainees it may need;
3. Screening of applicants for aptitude and other basic requirements;
4. Providing vocational guidance and counselling to trainee-applicants;
5. Orienting the trainee-applicants in the significant aspects of the program and courses;
6. Reviewing the syllabus or program prepared by the company;
7. Accrediting the vocational skills acquired by the trainees;
8. Issuing certificates of course completion to successful trainees.

The participating company, on the other hand, must:

1. Provide and make available the facilities, technology and resources for the trainees;
2. Prepare training schedules and syllabus;
3. Provide complete facilities for classroom and on-the-job courses;
4. Draw a group insurance for all the trainees against death, illness or accident connected with the training;
5. Record the training proficiency of each student;
6. Provide stipends and allowances for trainees during the training period;
7. Report to the Batarisan program all

significant developments in the training such as the commencement and graduation of trainees.

Training is from three to six months, at the end of which participants are expected to have undergone the experience of skilled labor. Other benefits of the Batarisan for out-of-school youths are: a chance to earn while learning, and a chance to land a job suitable to their aptitudes and interests.

For participating companies, the Batarisan means lower training costs due to savings in recruitment, screening and selection of future employees; faster, surer and easier recruitment processes; better work recruits; access to NMYC services and tax incentives; and a chance to render socio-civic work.

VI. Manpower Guidance and Counselling Services

NMYC's vocational training system focuses on the development of knowledge, skills and attitudes. While skills acquisition for gainful employment is the most visible output of the system, ancillary services for attitudinal development in the form of guidance and counselling given before, during and after training can play a vital role towards making the training process more effective.

Manpower guidance is a relatively new field and its scope departs from what has been carried out for students in formal schools. It goes beyond the mere building up of awareness of our referrals, placement and assistance in career choosing. Contrarily, manpower guidance entails the development of life skills among people. Essentially, it involves motivation, social skills development, value redirection, and enlightenment in the realities of trades and occupations.

The objectives of NMYC's manpower guidance and counselling sevices are:

1. To provide concrete, factual and realistic information to the youth for career planning, decision-making and development, in accordance with their abilities and employment opportunities, and towards a work life that is satisfying to the individual while beneficial to the community.

2. To foster national awareness and internalization, particularly among the out-of-school youth that recent changes in technology have created a shift in manpower and employment in favor of workers who are skilled in the use of modern production-line equipment, machineries and tools, as opposed to the past demand for academically-oriented practitioners.. In particular, certain work ethic must be engendered among the labor force – serious and responsible attitudes towards work, dedication and integrity, an abiding interest in good workmanship, ability to enjoy and thrive on work, ability and the desire to get along and cooperate with peers, eagerness to learn, propensity for innovation and to improve one's abilities.

3. To provide guidance services in training centers through testing and counselling in order to assist the youth in deriving the maximum benefits of the training programs.

The Council assigns to the Office of Vocational Preparation the task of implementing these three objectives. And three components for manpower guidance have been designed: careers development, mass motivation, and assessment and counselling.

Career development seeks to generate awareness among NMYC clients of occupational patterns within the country. These form the basis for the youth to decide and choose their careers and perceive their future in terms of employment.

Under this component, the OVP conducts researches to identify priority jobs and highly-rated occupational preferences among the youth. Occupational information on various trades such as job descriptions, qualification requirements, training availability, income ranges and prospects for career advancement are developed and disseminated.

Mass motivation envisions a redirection of work values and preferences towards technology-oriented occupations which are now in demand in certain industries.

The Council found out that a pervasive Filipino preference for professional occupations and white-collar jobs relegate vocational and technical work as second choices. The OVP's job, therefore, is to motivate the youth to opt for blue-collar trades not as a mere stepping stone towards professional occupations but as life careers in themselves. This is done through the information and education mass media.

Assessment and counselling services provide direct support for companies and job seekers in terms of screening and career counselling in training centers.

The different types of non-verbal tests administered to individuals are the training aptitude tests, power tests, training literacy tests, training numeracy tests, occupational literacy tests, safety consciousness tests and post-training tests.

NMYC-World Bank Vocational Training Project-In Full Gear

THE NMYC-World Bank Vocational Training Project (cost: US$41.7 million) started operations in early 1982. Designed to broaden and strengthen the national infrastructure for industrial training, the project provides financial and technical assistance in the training of workers in 11 priority industries. Specifically, it has the following objectives:

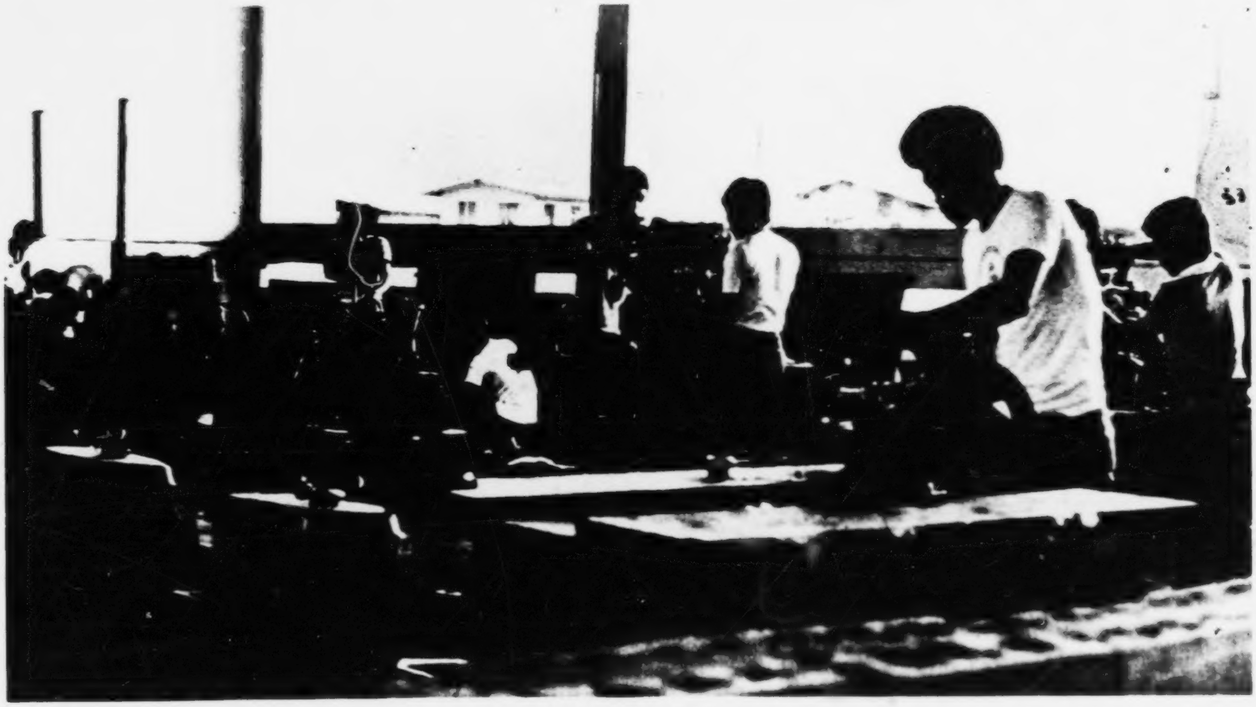
1. Increase the participation of employers in the training process through reinforced Industry Training Board, and/or other suitable training mechanisms;
2. Earlier coordination of planning and implementation of industrial training at the national level through the financing of training contracts and other training schemes;
3. Provide basic and specialized training facilities to fill gaps in the existing system;
4. Strengthen the management of training by: a) establishing a management information, coordination and evaluation system; b) strengthening the vocational guidance services; and c) establishing a building and equipment maintenance system; and
5. Strengthen and expand the trade test and certification system.

An equipment maintenance system for industrial training.

A Project Management Unit (PMU) has been created within the NMYC organization to plan, organize and supervise all activities under the Project. For 1982, 54.8 percent of the total disbursements of ₱3.5 million went to the civil works component. Included in these facilities are four new Regional Manpower Training Centers (RMTCs) in Tuguegarao, Tacloban City, Tagoloan in Misamis Oriental, and Zamboanga City; two trade testing centers in Davao and Taguig; and a Construction Industry Training Center in Taguig.

The final list of training equipment and furniture has been drawn and interested suppliers have been invited to submit prequalification documents. A Project team for corporate planning was organized in June 1982 to develop an appropriate organizational structure for NMYC, its interworking relationship and operating procedures. Nineteen training officers from the RMDOs, Industrial Manpower Development Division and Management Coordination Unit were trained in the implementation and coordination of training contracts.

A total of 25 contracts costing ₱714, 190.92 were awarded to private firms and trade organizations. These contracts generated



Promoting flexibility within a group of occupations.

838 graduates from the different courses cutting across the 11 subsectors, with the metals and engineering subsector having the most number of contracts (12). Of these 838 graduates, some 639 have already passed the trade tests. Total reimbursement paid to participating companies at year's end: ₱390,433.15.

Moreover, the NMYC in cooperation with the Kabataang Barangay and the Bureau of Local Employment sponsored a national congress to reexamine existing policies, laws, and regulations on apprenticeship and the Batarisan In-Plant Training Program.

With the advent of 1983, the Project went into full gear and coasting along on this momentum was the Training Contract Scheme. A total of 252 contracts were approved and awarded to private companies and institutions. The metals and engineering subsector still leads in the number of contracts availed of, followed by the automotive subsector. The total number of graduates recorded for programs which were concluded is 8,520 and a total amount of ₱3,374,828.46 was reimbursed to the firms. And for the year 1984, as of the third quarter, a total of 199 contracts were approved generating a total of 2,485 graduates.

The Project components-package is multifaceted. Already in progress are Four-Year Sectoral Training Plans which will provide for 13 percent of apprentice training needs, 10 percent of the needs for adult training needs, and 43 percent of the supervisor upgrading needs in the identified industrial subsectors over the period. Due for dispersal of industries to the countryside are mobile units which will represent the most efficient means of training delivery. Also to be set up: pilot rural mobile training programs to complement the RMTCs and the specialized centers all over the country. Too, all off-the-job courses will be armed with short modules to facilitate attendance by employees and promote flexibility within a group of occupations wherever required for skilled workers change. An estimated 6,553 learning elements (to produce 448 modules) will be required to satisfy further needs in the existing fields, including modules for sectors where none exist at present. Target quota: 6,577,900 pages of learning elements and modules.

To improve the quality of production and the productivity of workers, the existing trade testing system will be expanded into a nationally recognized and accepted scheme. The number of National Trade Skills Standards will be increased from 13 to 35 and a Data Bank of Trade Tests developed during the same period. The additional 42 standards will be located in the 11 identified priority industrial subsectors, with about 10 new standards to be developed for each Project Year.

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and

HUMAN RESOURCES DEVELOPMENT

for

GREATER PRODUCTIVITY

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MANAGEMENT/SUPERVISORY COURSES

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- Management/Supervisory Team Development
- Team Building and Work Attitude Change
- Data Based Organizational Change
- GRID Management
- Management of Organizational Behavior
- Business Communication Skills (Oral & Written)

SPECIALIZED TRAINING COURSES

- Customer Relations and Communication Skills
- Effective Sales Negotiations
- Pre-Retirement Program
- Design of In-Service Company Programs
- Organizational Research/Training the Trainors Program
- Personnel Consultancy/Stress and Conflict Management
- Coaching and Counselling (Improving Work Groups)
- Trainor's Effectiveness Training (T.E.T.)
- Parent Effectiveness Training (P.E.T.)
- Youth Effectiveness Training (Y.E.T.)

The courses are taught by a group of experienced trainors and well known consultants in their respective fields. They have run numerous training programs in business industries, professional groups, hotels, government agencies, and volunteer organizations.

Individual testing and counselling is by appointment.

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JOSEPHINE C. CALUAG, Ph.D.
Managing Director

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Part Seven

PROSPECTS FOR THE FUTURE

The Challenge of the Eighties

In telescoping the period from 1966 to 1984, it is easy to conclude that during this interval Human Resource Development arrived as a major concern and program in Philippine life, and that it has made its own special contribution to national economic growth. By almost every yardstick, the period, and especially the last five years, has opened new vistas for the national-labor force and intensified the impact of formal and non-formal training programs. It is a great irony, therefore, that this time of dramatic growth for Philippine HRD also ended in crisis and adversity for the economy and the nation.

But for this fortuitous turn of events, HRD in the Philippines would probably have addressed itself in the coming years to building upon the gains of the earlier years, to expanding and upgrading already existing programs and facilities. As it is, however, the new environment of the mid-decade has forced planners back to the drawing boards, often to effect drastic revisions on already mapped plans and programs. At the same time that the National Development Plan for 1983-87 had to be revised for the national economic recovery and stability program, so have adjustments been made necessary in the national program for Human Resource Development for the next three to four years.

Projecting trends and developments from this context of changing plans and targets becomes even more complicated and involved than it normally is, especially if one is interested in the micro aspects of manpower development during the next few years.

TABLE 28

PROJECTED POPULATION
1983-1987
(In thousands)

Population	1984	1985	1986	1987	Average % Share	Compound Growth Rate
TOTAL	53,170	54,376	55,576	56,761	100.00	2.2
Non-Working-age	20,729	20,970	21,203	21,421	38.6	1.1
Working-age	32,441	33,406	34,373	35,340	61.4	2.9

Source: Population Studies Division, NCSO

TABLE 29

PROJECTED LABOR FORCE
1983-1987
(In thousands)

	1984	1985	1986	1987	Average % Share	Compound Growth Rate
Total	20,477	21,237	22,006	22,785	100.0	3.7
Experienced	19,986	20,727	21,477	22,238	97.6	3.7
Inexperienced	[illegible]	510	529	547	2.4	[illegible]

Yet even in this light, certain broad directions can be anticipated in the field of human resources. And certain trends can be projected without straining either optimism or pessimism.

The Manpower Scenario

Despite the welcome deceleration of the national population growth rate, the country will continue to face the challenges and the problems of a still relatively high rate of population growth. During the period from 1985 to 1987, the compound growth rate is expected to be about 2.16 percent, markedly lower than in earlier years. Yet the magnitudes of this increase, combined with the explosive population growth in previous decades, will continue to test fully the capacity of the country and the people to produce and provide for themselves.

In the manpower sphere, the implacable fact is that the total labor force will continue to increase annually at a rate much greater than the decelerating population growth rate.

In view of these expected developments, the attention of economic planners and managers must increasingly be focused on analyzing the existing manpower magnitude, patterns and dimensions of population and labor force which would reflect the productive potential of the country's economy.

Although the millions of new entrants may be considered an asset in terms of new resources for growth as potential contributors to aggregate production, they also pose the formidable problem to the economy of creating new employment opportunities.

The country's experienced labor force is forecasted to reach around 22.8 million by 1987 from a level of 19.7 million in 1983, indicating an increment of about 3.1 million. Approximately 56.1 percent will have completed elementary schooling, 17.9 percent secondary, and 12.8 percent collegiate. The remaining 13.2 percent will not have attained any education at all.

Likewise, the inexperienced labor force is expected to increase during the period, but the levels will be much lower than in previous years because of continued and expected advances in education and training.

Throughout the years from 1985 to 1987, population estimates project that the prime working age of 25-44 will constitute nearly fifty percent of the total labor force. Such a situation would indicate that a large number of the labor force in the country would have had substantial schooling and training.

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TABLE 30

PROJECTED LABOR FORCE BY LOCATING AND BY SEX
1983-1987
(in thousands)

LOCATION/SEX	1984	1985	1986	1987	Average % Share	Compound Growth Rate
T O T A L	20,477	21,237	22,005	22,785	100.0	3.7
Male	13,241	13,669	14,099	14,533	64.4	3.2
Female	7,236	7,568	7,906	8,252	35.6	4.5
Urban	6,695	6,949	7,206	7,468	32.7	3.8
Male	3,880	4,005	4,131	4,258	18.9	3.2
Female	2,815	2,944	3,075	3,210	13.8	4.5
Rural	13,782	14,288	14,799	15,317	67.3	3.6
Male	9,361	9,664	9,968	10,275	45.5	3.2
Female	4,421	4,624	4,831	5,042	21.8	4.5

TABLE 31

PROJECTED LABOR FORCE BY SEX AND AGE GROUP
1983-1987
(in thousands)

SEX/AGE	1984	1985	1986	1987	Average % Distribution	Compound Growth Rate (%)
BOTH SEXES	20,477	21,237	22,005	22,785	100.00	3.7
15–24	5,934	6,065	6,186	6,299	28.5	2.1
25–44	10,040	10,495	10,954	11,419	49.4	4.4
45–64	3,831	3,982	4,146	4,322	18.8	4.0
65 and over	672	695	719	745	3.3	3.5
MALE	13,241	13,669	14,099	14,533	64.4	3.2
15–24	3,602	3,661	3,713	3,759	17.2	1.5
25–44	6,645	6,918	7,192	7,468	32.6	4.0
45–64	2,545	2,631	2,725	2,826	12.4	3.5
65 and over	449	459	469	480	2.2	2.3
FEMALE	7,236	7,568	7,906	8,252	35.6	4.5
15–24	2,332	2,404	2,473	2,540	11.3	3.0
25–44	3,395	3,577	3,762	3,951	16.8	5.3
45–64	1,286	1,351	1,421	1,496	6.4	5.1
65 and over	223	236	250	265	1.1	5.9

Source: Population Studies Division, NCSO.

In terms of distribution of the labor force by sector, agriculture will continue to predominate, especially in the light of the new emphasis being given by government to productivity efforts in the countryside. But it is expected also that the growing linkage between agriculture and industry under BAIDS will have an effect on the level and kind of skills in the countryside. As recovery is fully underway and the national economy resumes its forward momentum, the services and industry sectors will make new inroads in their share of the labor force.

In terms of occupation, the distribution of the country's labor force will continue to reflect the patterns of the last plan. Agricultural workers are expected to reach about 11.7 million by 1987, well over half of the total labor force. The blue-collar workers will comprise an average of 18.4 percent. The white-collar workers will have a larger share of 20.4 percent, increasing more rapidly because the group tends to rise proportionately to the worker's base. Having the least share are the service workers, who are projected to comprise only an average of 8.5 percent of the total labor force.

As a whole, the structure of the country's labor force for the next three years is expected to remain the same. The agricultural workers, being the dominant group, will remain at the base of the pyramid, the blue-

TABLE 32

PROJECTED EXPERIENCED LABOR FORCE BY LEVEL OF EDUCATION
1983-1987
(in thousands)

LEVEL OF EDUCATION/ COMPLETION	1984	1985	1986	1987	Average % Share	Compound Growth Rate
TOTAL	**19,986**	**20,727**	**21,477**	**22,238**	**100.0**	**3.7**
No Education	2,638	2,736	2,835	2,935	13.2	3.7
Elementary	11,212	11,628	12,048	12,476	56.1	3.7
High School	3,578	3,710	3,845	3,981	17.9	3.7
College	2,558	2,653	2,749	2,846	12.8	3.7

TABLE 33

PROJECTED INEXPERIENCED LABOR FORCE BY LEVEL OF EDUCATION
1983-1987
(in thousands)

LEVEL OF EDUCATION/ COMPLETION	1984	1985	1986	1987	Average % Share	Compound Growth Rate
TOTAL	**491**	**510**	**528**	**547**	**100.0**	**3.7**
No Education	65	68	70	72	13.2	3.8
Elementary	275	286	296	307	56.1	3.8
High School	88	91	94	98	17.9	3.6
College	63	65	68	70	12.8	3.5

collar and white-collar workers in the middle, and the service workers at the top. Existing discrepancies in the structure can however be corrected if development strategies toward the application of appropriate technologies in all occupational levels are adopted.

Strategies for HRD

The earlier thrusts in human resource development in the country need modification to fit the requirements of a new time, especially in the light of growing emphasis on self-reliance and the decline of import-dependent industries. The overall thrust, however, must remain.

The latter has to do with the decision of Philippine development planners to veer away from the concept of HRD being merely applied to the work place. They subscribe to a more holistic concept, Total Human Development, with a view to emphasizing the uplift of the lot of the Filipino. He is seen in the larger context of basic needs. And manpower development programs are increasingly being shaped within this larger theme.

Nonetheless, the specific focus of HRD will be on activities affecting the utilization of labor as factors of production and their capability to engage in productive means of living. It takes into consideration two broad areas of concern:

1. the interfacing relationships among factors influencing gainful employment, and
2. the system which matches the skills of existing members of and potential entrants to the labor force with actual market requirements.

As the Philippines negotiates the transition from a predominantly agricultural to a balanced agro-industrial economy, one key concern of government is to provide for the employment of people. In abandoning at this point the heavy capital bias of high-tech and heavy industry, it is averting problems regarding the displacement of human labor.

The challenge of the Eighties lies in whether the country can indeed intensify labor use and increase returns for labor; in whether the turn to self-reliance will truly spur national productivity; in whether growth can be matched by the productive employment of the national labor force.

These goals are by no means easy to achieve, because the times and the circumstances, both internal and external, are fraught with difficulties. Inequities abide in the world and perils lurk at the margins of national life. But there is now evidence that the national education and training system is fluid and flexible and experienced enough to adapt to the ever changing requirements of the labor market.

Updated National Manpower Plan, 1984-1987

THE DIFFICULTIES and setbacks that overtook the Philippine economy in 1983 necessitated a refocusing of priorities as well as a redirection of policies and programs. The Philippine Development Plan (PDP) 1983-1987, which embodies national policies, strategies and programs geared to economize development, had to be revised to address the shifts in economic priorities. Similarly, the NMYC deemed it necessary to revise its National Manpower Plan (NMP) 1983-1987 to respond to the revised development policy prescriptions.

As the first step, a Manpower Planning Committee was organized by NMYC in December 1983. It had a multi-sectoral approach in order to incorporate all possible recommendations in the formulation and updating of the NMP. An operational plan for 1984 was prepared reflecting the different strategies and policies for manpower development and the corresponding programs of action of the different sectors to meet the changing requirements of the labor market. The larger updating of the NMP 1983-1987 proceeded after the updated PDP was drafted to remain consistent with its basic development parameters.

The New Scenario

The years 1983 and 1984 were heavily accented by sluggish economic performance abetted by financial crisis and various adversities. The spillover effects on the labor market limited the generation of employment opportunities. Over 70 thousand workers were laid-off, either temporarily or permanently as a result of business closures and factory shutdowns. A number of import-dependent industries had to undertake retrenchment in view of the tight financial credit and decline in the demand of exportable commodities.

As a consequence, the country has had to cope with increasing unemployment and spiralling inflation. In the face of these problems, the government has initiated efforts to accelerate economic recovery through self-reliance and increased productivity. It has focused attention on the intensified development of indigenous technology and resources to reduce the need for immediate sources of livelihood.

It is envisioned in the coming years that the plan's strategies and policies would focus on building the overall capability of households to achieve a level of economic self-reliance to cope more assuredly with the requirements for subsistence. In essence, the promotion of increased productivity through resource maximization will be emphasized. This will be consistent with the plan's employment strategy of intensifying labor use and increasing returns to labor.

Similarly, the enhancement of employability is given prime consideration. The refocusing of priorities reinforces non-formal education and training to provide beneficiaries with useful, relevant and competitive skills. It is in this light that manpower development will strive during the revised plan period to support national economic recovery and sustain the renewed effort to achieve economic development.

The New Policies

Given the new scenario, therefore, self-reliance, self-sufficiency and increased productivity provide the context for current manpower development efforts. Generally, the NMP 1983-1987 embodies policies and strategies closely aligned with the new development

The Updated NMP 1984-1987 in Outline

- A. *The Four-Year Employment Strategy*
  - 1. Intensify Labor Use
    - 1.1 prioritize participation of economically and socially displaced groups;
    - 1.2 Greater cost-efficiency in labor utilization;
    - 1.3 Top alternative sources of funds;
    - 1.4 Highlight Employment Opportunities in the Agricultural Sector;
    - 1.5 Pursue promotion of regional and rural employment;
    - 1.6 Rationalize further investments;
    - 1.7 Hasten development and Adoption of Appropriate Technologies;
    - 1.8 Strengthen KKK, KSS and other livelihood and productivity programs;
    - 1.9 Revitalize the labor market information system; and
    - 1.10 Capitalize on the Overseas Employment Sector.
  - 2. Increase Returns to Labor
    - 2.1 Rationalize wages and incomes;
    - 2.2 Contain hyper-inflation;
    - 2.3 Rationalize labor legislation;
    - 2.4 Realignment of support infrastructures and institutions; and
    - 2.5 Expand social security measures.
- B. *The Four-Year Education and Training Strategy*
  - 1. Short-Term Strategies and Policies
    - 1.1 Retraining of laid-off workers;
    - 1.2 Establishment of closer linkages between industries and vocational/technical and skills training institutions;
    - 1.3 Strengthening of Industry Boards:
    - 1.4 Adoption of a realistic tuition fee policy;
    - 1.5 Expansion of student assistance programs;
    - 1.6 Participation of the private sector; and
    - 1.7 Capital Renewal program.
  - 2. Medium-Term Strategies and Policies
    - 2.1 Synchronize formal education system with relevant systems and sectors
      - 2.1.1 Strengthen education supportive of the Balanced Agro-Industrial Development Strategy;
      - 2.1.2 Improve the general quality and efficiency of education;
      - 2.1.3 Alleviate disparities in educational opportunity; and
      - 2.1.4 Reorient education towards manpower requirements for social and economic development.
    - 2.2 Reinforce the gains of non-formal educational training
      - 2.2.1 Expand entrepreneurship development and skills training in support for small- and medium-scale, export-oriented industries to cover agro-based industries;
      - 2.2.2 Explore alternative educational systems and training schemes;

thrusts. One particular area which is now deemphasized relates to industrial projects and investments which are capital-intensive and import-dependent. Instead, there is a shift in focus to policies and programs that are supportive of the Balanced Agro-Industrial Development Strategy (BAIDS).

Specifically, the new employment strategies include:

1. strengthening of local placement offices;
2. improvement of the apprenticeship and learnership system; and
3. promotion of workers' rights and welfare for the maintenance of industrial peace.

The BAIDS also entails a series of prerequisites which include the harnessing of rural entrepreneurship and greater labor mobility. Emphasis will be focused on the further development of a skilled rural labor force. Likewise, strategies for the promotion of overseas employment are to be expanded to fill the need for greater employment opportunities.

Education and training will be focused on self-sufficiency programs and on the promotion and development of science and technology education. Additional strategies in this area are;

- expansion of agro-based training programs;

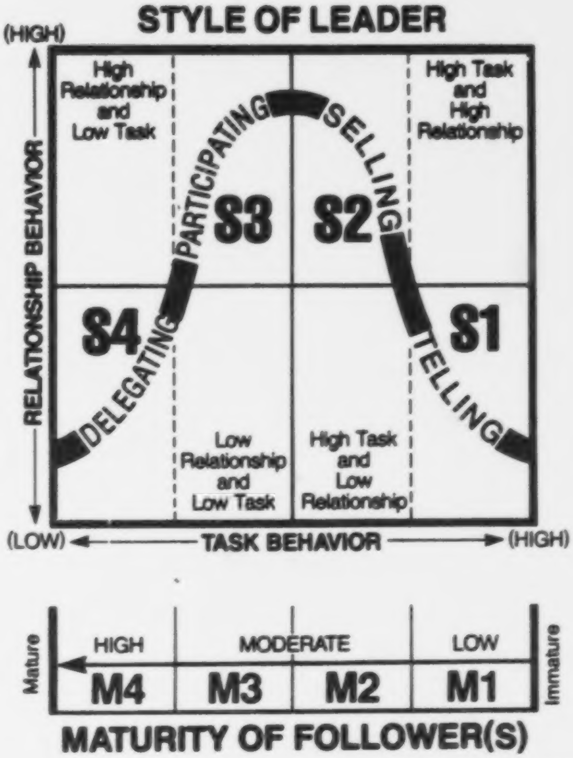
2.2.3 Increase participation of industry in manpower development;
2.2.4 Intensify regional diversification;
2.2.5 Intensify the development of training modules, training aids and training and trade standards;
2.2.6 Operationalize Vocational/Technical Network;
2.2.7 Strengthen and intensify manpower guidance;
2.2.8 Coordinate and integrate government agencies and training institutions involved in manpower development;
2.2.9 Develop and implement standards to upgrade skills and quality of exportable workers;
2.2.10 Operationalize the Bureau of Continuing Education;
2.2.11 Reorient Agricultural Skills Training; and
2.2.12 Development of a national apprenticeship scheme.

2.3 Utilize Sports, Culture and Communication as Support to Formal and non-Formal Education
2.3.1 Strengthen and expand various cultural institutions such as libraries, museums, archives, and culural centers;
2.3.2 Promote physical education, recreation and sports; and
2.3.3 Emphasize the use of media as instructional support to education.

- utilization of alternative educational system;
- adoption of a training-cum-production approach;
- innovative training schemes such as flexible schedules, unstructured study sessions, on-the-job practicum, use of various educational technologies, i.e, mass media, pilot projects;
- operationalization of the Vocational Technical Network; and,
- institutionalization of the Manpower Planning Committee.

HRD PROGRAMS :

1. The Essentials of Situational Leadership: An Approach for Increasing Managerial Effectiveness
2. ESL-1 : An Approach for Increasing Effectiveness - for Supervisors and Non-Managerial Personnel
3. Situational Selling
4. HOW TO SUCCEED : A Wholistic Approach for Increasing Productivity


STYLE OF LEADER
(HIGH)
RELATIONSHIP BEHAVIOR
High Relationship and Low Task
High Task and High Relationship
PARTICIPATING
SELLING
S3
S2
S4
S1
DELEGATING
TELLING
Low Relationship and Low Task
High Task and Low Relationship
(LOW)
TASK BEHAVIOR
(HIGH)
Mature
HIGH
MODERATE
LOW
Immature
M4
M3
M2
M1
MATURITY OF FOLLOWER(S)

To learn more how Situational Leadership can work for your organization, contact the

Philippine Representative :

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2nd flr.,Interasia Bldg.
105 Aguirre St.,Legaspi Village
Makati,Metro Manila
Tel. 818-17-11 to 14

Manpower Planning in a Changing Policy Environment

BY DANTE B. CANLAS

THIS ARTICLE sketches some of the challenges facing manpower planners as the economy moves into the latter half of the '80s. I start with a review of the economy's performance from 1976 to 1982 to bring out the likely policy setting beginning 1985.

The Economy's Overall Performance: 1976-1982

A brief review of the economy's performance for the period 1976-1982, which encompasses the 1978-1982 manpower plan, would provide useful guidelines for the next manpower plan.

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From 1976 to 1979, the economy experienced high growth rates of real GNP, averaging about 6.5 percent per annum. After 1979, the economy began to decelerate with a growth rate for real GNP of 2.8 percent in 1982. In 1983, the growth rate of real GNP was estimated at 1.4 percent, and for 1984 negative growth rates have been estimated. Throughout 1976-1982, high inflation rates plagued the economy. From 1979 to 1982, the economy experienced double-digit inflation rates as indicated by the growth rates of the consumer price index and GNP price deflator. The pattern for the growth rate of employment is not easy to pin down. Problems of comparability for various years cropped up as a result of changes in definitions of some labor-force variables.

TABLE 34

Growth Rates of Selected Macrovariables: 1976-1982

Year	Growth Rate of Real GNP	Growth Rate of Real GDP	Growth Rate of CPI	Growth Rate of GNP Price Deflator	Growth Rate of Employment
1976	7.3	7.9	9.2	9.3	2.8
1977	6.4	6.1	9.9	7.3	5.1
1978	5.7	5.5	7.9	9.2	6.4
1979	6.9	6.3	16.5	15.2	5.5
1980	5.1	5.3	17.6	15.4	1.8
1981	3.4	3.8	12.4	11.0	6.9
1982	2.8	3.0	10.2	7.7	3.0

Sources: *NEDA, National Accounts Staff for National Income Data.*
CB, Statistical Bulletin.
NCSO, for CPI series.
PIDS, for employment estimates.

An event expected to have major economic repercussions for the rest of the '80s is the foreign-debt crisis of 1983. Last October, the Philippines declared a moratorium on repayments of principal on its external debts of approximately US$15 billion. The ramifications of the crisis included a general contraction in output and employment, persistent double-digit inflation rates, a rash of payments or steady erosion of the levels of our net foreign reserve assets.

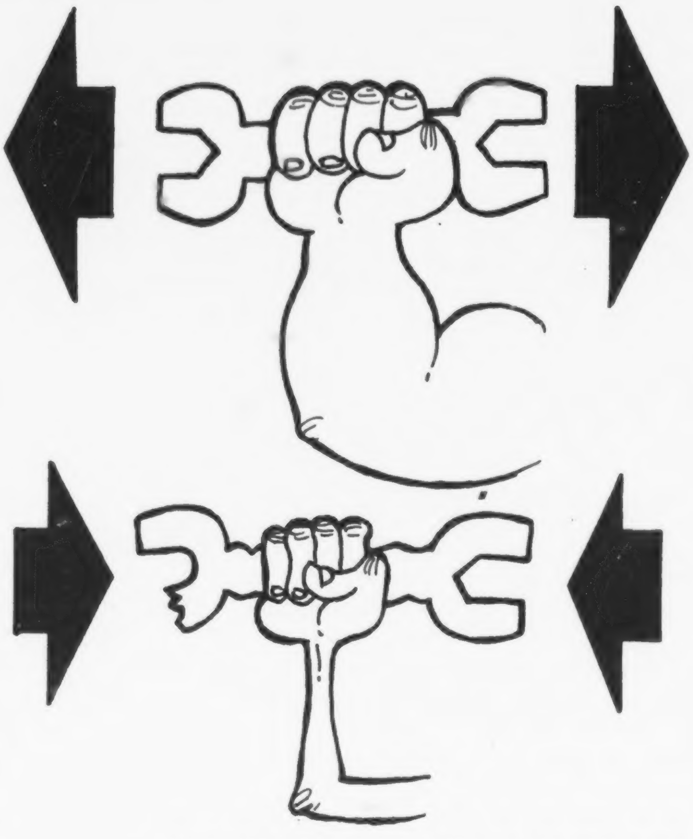
In the light of these adverse macro-developments, the government turned to the International Monetary Fund (IMF). To be able to avail of new standby credits, the government worked out a letter of intent with the IMF. Broadly speaking, the arrangement with the IMF entails fiscal restraints or a cap on government budgetary deficits, targets for growth rates of monetary aggregates, adoption of a more flexible exchange rate, and a freer trade regime. As we move into the latter half of the decade, our economic authorities will have to contend with this new policy setting. This is a dramatic departure from that of previous years. Macropolicies were pursued before under a fixed exchange rate. Central Bank predetermined the parity and engaged in the buying and selling of foreign exchange to maintain that rate. We now have the benefit of hindsight to point out that fixed exchange rates have led to a balance-of-payments crisis.

Manpower Planning in a Macro Framework

Two major objectives of manpower planning include raising productivity of workers, and reducing unemployment spells for unskilled and disadvantaged groups of workers. In pursuing these, manpower planners see to it that their strategies are consistent with the long-term goals of the economy: sustained growth of output and employment, stable prices, more equitable distribution of income and wealth, and, of late, to hasten the industrialization process.

The Philippine government has adopted as a matter of policy a manpower training program through a World Bank-funded loan whose objectives include raising labor productivity and increasing the supply of skilled workers to the industrial sector. It would be useful to assess the possible contributions of this policy to our macroeconomic objectives. From a theoretical standpoint, manpower policy may help achieve the twin goals of reducing unemployment and putting a lid on inflation. It is typically held at the Philippines as a labor-surplus economy and that policies would be more effective in achieving higher employment levels if policies addressed the demand side, rather than the supply side. However, the notion of labor-surplus is not quite general, since those in surplus are unskilled workers and employers in the industrial sector are reluctant to substitute unskilled workers coming from, say, the agricultural sector for the scarce skilled workers. When employers bid for the scarce skilled workers, bottlenecks are created lending an inflationary bias to the economy. The wage drift brought about by a shortage of skills in some occupations is well known. No income policy can check the wage drift if the supply of skilled workers to such occupation is not increased. The role of manpower training programs is to increase the supply of skilled workers, and prevent an excessive wage drift, assuming that this sector is not encumbered by institutional rigidities like legislated minimum wages.

It is also well recognized that there is a low-wage informal sector where workers are characterized by high turnover rates with no offsetting high wages in alternative occupations. For this type of labor market, the role in manpower training, aside from equipping them with employable skills in the high-wage industrial sector, is to instill desirable work habits and industrial discipline in them. It is hoped that the unemployment spells for these workers will be reduced by minimizing their turnover rates.



Sectoral Manpower Planning and Industrialization

More and more, governments of less-developed countries have taken on the task of transforming their economies from an agrarian to an industrial one. The Philippines is no different and in trying to transform the economy, authorities have provided incentives to contract or expand some particular industries.

Under flexible exchange rates, the Philippines will have to veer away from import-substituting, capital-intensive industries. Import substituting industries which sell mainly for the domestic market have in the past thrived on protective tariffs and overvaluation of the exchange rate. However, their productivity and labor-absorptions performances have fallen mighty short of expectations. The overvaluation of the peso has simply encouraged the importation of capital goods, thus limiting employment generation.

In turn, a more flexible exchange rate will provide the proper incentives for labor-intensive, export-promoting industries. With more flexible exchange rates, business firms with international operations will find it feasible to locate the labor-intensive stages of their production process in the country. We have seen this in the case of garments and electronics which as a result of the recent devaluation experienced export booms. It is hoped that a strategy of this sort can generate a learning-by-doing type of technology, which will help spur an industrialization process.

In the short run, employment objectives may not be served by a shift from import substituting to export-promoting industries, as a result of wage rigidities and other imperfections in the labor market that constrain smooth adjustment. Information gaps, for instance, can create unemployment in the short run.

In cases like this, the role of manpower planners is to improve the flow of information between firms and workers so that such unemployment can be reduced, and a better match between jobs and workers can be achieved. The source of wage rigidities must be identified and rectified so that short-run adjustment costs are minimized.

Unemployment Policy

Manpower planning is inherently linked to unemployment policy. It is, for instance, one objective of manpower training programs to reduce the unemployment rates for some groups of workers.

In the past, those who have espoused employment generation have typically resorted to fiscal and monetary policies that were expansionary in nature. However, as was made evident by the latter half of the seventies, the expansionary policies of the government simply led to monetary growth of output and employment, and permanent double-digit inflation rates. This experience should be a humbling experience to economic policymakers. Within a stabilization framework, there is a limit to how far one can reduce unemployment rates by expansionary fiscal and monetary policies.

The lesson is that in order to handle the unemployment problem more effectively, it would be useful to improve our understanding of the unemployment problem. In this regard, a closer study of how labor-markets operate would be helpful. A study of the wage structure and its role in the allocation of labor resources appears warranted. It will also be useful to monitor unemployment rates of various occupations and industries. Simple counting will not be sufficient. Information about how individual workers come to a particular unemployment classification will be useful to those in charge of policies. For example, in the design of training programs, it is important to distinguish among new entrants and reentrants. The design of unemployment policies may also differ for quits and layoffs.

Conclusion

The new policy setting poses major challenges to manpower planning. The various constraints on the economy such as foreign exchange have limited the effectiveness of previous economic policies, culminating in our worst economic crisis in the postwar years so far. These constraints will haunt the economy for some more years and economic authorities must operate within an IMF framework for stabilization. The implications of stabilization policies under flexible exchange rates differ significantly under a fixed exchange rate. Manpower planners will be served well by familiarizing themselves with the theoretical and empirical underpinnings of economic policies under floating rates and freer trade regimes.

A Comprehensive Review of Human Resource Development in the Philippines

The 1985 edition of the Philippine HRD Yearbook signals the beginning of a year-to-year review of human resource development in the Philippines. As the first chronicle of its kind in the country, the Yearbook offers a comprehensive survey of the growing relevance of HRD from 1966, when the Philippine government officially adopted it as national policy, on through the year 1984.

Compiled by the National Manpower & Youth Council (NMYC), the Yearbook provides for a wide interaction of opinion from various Filipino experts in the field of human resources, in both government and the private sectors. In this volume they have shared their thoughts, their experiences, their programs as well as the problems they have encountered in the practice of this exciting discipline

This collaborative effort tackles such diverse topics as HRD and Government, HRD and Education, HRD and Industry, HRD in the Regions, as well as discussions on HRD's future prospects.

MANPOWER SA BAR

Industry-by-Industry Review

The chapter on HRD and Industry contains a series of articles written exclusively for the Yearbook by some of the country's leading exponents and practitioners of HRD in the private sector. It also incorporates thought-provoking insights into the problem of worker productivity and how it continues to retard industrial progress in the Philippines.

Manpower Development in the Countryside

With the adoption of the Balanced Agro-Industrial Development strategy for economic growth, special attention is now being given to the development of rural communities. The chapter on HRD and the Regions provides an overview of government and private sector efforts designed to train rural manpower with relevant skills as well as to encourage entrepreneurship in the countryside.

Statistical Review of Developments

The Yearbook contains an extensive collection of statistics and data, derived from authoritative sources, on such issues as the labor force, the educational system, rural development, and industrial capacity, among others.